DOCUMENT RESUME

ED 187 025 EA 012 702

TITLE	Reviews of National Policies for Education. Austria: School Policy.
INSTITUTION	Organisation for Economic Cooperation and Development, Paris (France).
PUB DATE	79
NOTE	105p.
AVAILABLE FROM	OECD Publications and Information Center, Suite 1207, 1750 Pennsylvania Ave., N.W., Washington, DC 20006 ($6.00).
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Adult Education; Adult Programs; Day Care; Educational Assessment; Educational History; *Educational Policy; Elementary Secondary Education; Foreign Countries; Government School Relationship; Instructional Program Divisions; *National Programs; Postsecondary Education; Public Policy; Special Education; Summative Evaluation; Teacher Education; Track System (Education); Vocational Education
IDENTIFIERS	*Austria

ABSTRACT

The Austrian educational system was the subject of a series of three examinations conducted by the Organisation for Economic Co-Operation and Development from 1968 to 1979. This document on the third and last of these examinations, conducted during 1977 and 1978, reports on that portion of the educational system under the jurisdiction of the Federal Ministry of Education and Art, which is responsible for all education except for higher education. The first of this document's three portions is the examiner's report, which discusses Austria's educational history, educational tracking system, vocational training, teacher education, special education, day-care centers, and adult education. The questions asked of Austrian educational authorities are included. These questions were developed from an extensive background report prepared by the Austrians in 1975 and summarized in the third portion of this document. The central portion of the document is a record of a review meeting during which the examiners and Austrian representatives met to discuss the questions asked and the responses offered. This session was not completed due to time constraints, and did not cover day care or adult education. (PGD)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

U S DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

OECD

ED187025

AUSTRIA

SCHOOL POLICY

EA 012 702

"PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

OECD

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

REVIEWS OF NATIONAL POLICIES FOR EDUCATION

ALREADY PUBLISHED

Australia. The Transition from School to Work or Further Study in Australia
(1977), 110 pp. $6.75 £3.30 F27,00
Austria (1970), 54 pp. $1.50 £0.55 F7,00
Austria. Higher Education and Research
(1976), 121 pp. ..... Out of print
Canada (1976), 264 pp. $9.00 £4.00 F36,00
France (1971), 166 pp. $4.50 £1.50 F20,00
England and Wales (1975), 63 pp. $3.00 £1.20 F12,00
Germany (1973), 152 pp. ..... Out of print

German translation:
BILDUNGSWESEN: MANGELHAFT, BRD-BILDUNGSPOLITIK IM OECD-LÄNDEREXAMEN.
Verlag Moritz Diesterweg, Hochstrasse 31, Frankfurt/Main 1, Germany (F.R.)

Ireland (1970), 142 pp. ..... Out of print
Italy (Background Report included)
(1969), 280 pp. ..... Out of print
Japan (1971), 164 pp. ..... Out of print

Japanese translation available from Publications Department, The Asahi Shibum, Tokyo, Japan.

Netherlands (1971), 78 pp. ..... Out of print
Netherlands. Contours of a Future Educational System
(1976) 93 pp. $4.00 £1.80 F16,00
Norway (Background Report included)
(1976), 221 pp. $10.50 £4.70 F42,00
Sweden (1969), 70 pp. ..... Out of print
United States (Background Report included)
(1971), 434 pp. $10.00 £3.45 F45,00

Publié en français sous le titre :

EXAMENS DES
POLITIQUES
NATIONALES D'ÉDUCATION

AUTRICHE
LA POLITIQUE SCOLAIRE

OECD

REVIEWS OF NATIONAL POLICIES FOR EDUCATION

AUSTRIA

SCHOOL POLICY

ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT
PARIS 1979

4

JUN 2 1980

The Organisation for Economic Co-operation and Development (OECD) was set up under a Convention signed in Paris on 14th December 1960, which provides that the OECD shall promote policies designed:

- to achieve the highest sustainable economic growth and employment and a rising standard of living in Member countries, while maintaining financial stability, and thus to contribute to the development of the world economy;
- to contribute to sound economic expansion in Member as well as non-member countries in the process of economic development;
- to contribute to the expansion of world trade on a multilateral, non-discriminatory basis in accordance with international obligations.

The Members of OECD are Australia, Austria, Belgium, Canada, Denmark, Finland, France, the Federal Republic of Germany, Greece, Iceland, Ireland, Italy, Japan, Luxembourg, the Netherlands, New Zealand, Norway, Portugal, Spain, Sweden, Switzerland, Turkey, the United Kingdom and the United States.

© OECD, 1979
Queries concerning permissions or translation rights should be addressed to:
Director of Information, OECD
2, rue André-Pascal, 75775 PARIS CEDEX 16, France.

TABLE OF CONTENTS

Preface 5

The OECD Examiners and Members of the Austrian Delegation 7

Part One

THE EXAMINERS' REPORT

Introduction 11

I. Historical Perspective 13

II. Progress through the School System 16

III. From School to Work 24

IV. Supply and Training of Teachers 32

V. Three Development Areas 37

VI. General Conclusions 42

VII. Questions to the Austrian Authorities 44

Part Two

RECORD OF THE REVIEW MEETING

Introduction 49

I. Priorities 51

II. Progress Through the School System 56

III. From School to Work 62

IV. Supply and Training of Teachers 67

V. Conclusion 69

Part Three

REPORT ON EDUCATION 1975

Summary

Introduction 73

Pre-School Education 76

Primary Education 78

Lower Secondary Education 80

Upper Secondary Education 83

Teacher Training 92

Non-University Post-Secondary Training 99

Adult Education 101

Transfers and Educational Counselling 104

PREFACE

The present volume contains the report of the third and last of a series of examinations of Austrian educational policy. It is presented in three parts: I. The Examiners' Report; II. An account of the review meeting held at OECD headquarters in Paris on 1st February, 1978; III. A summary of the Background Report prepared by the Austrian authorities for the purpose of the review.

Two previous reviews dealt respectively with the entire education system (1968) and higher education and research (1976). Responsibility for higher education lies with the Federal Ministry of Science and Research. The latest review, therefore, is concerned with all the sectors falling under the jurisdiction of the Federal Ministry of Education and Art, namely, all schools (including pre-primary), post-secondary education excluding higher education, and provision for adults.

The Examiners visited Vienna in October 1977 and had the privilege of hearing the views of, and of putting questions to, senior officials in the Federal Ministry of Education and Art as well as to the representatives of a broad range of interested groups, including parliamentarians, teachers, parents, employers and labour organisations.

Though referring to other documentation, the Examiners directed their principal attention to a voluminous Background Report prepared by the Austrian authorities entitled "Report on Education 1975, submitted to OECD". This report is rich in information about current educational trends, problems and prospects and clearly exposes the concepts and attitudes that underlie and inspire Austrian educational policy.

Given the broad scope of their brief, the Examiners decided to concentrate upon three general themes and three particular ones that were the special concern of the Austrian authorities. The former were: progress through the school system; the transition from school to work; teacher supply and training. The special themes were: special education for handicapped children; day-care centres and all-day schools; the education of adults.

In their overall appraisal of the Austrian education system, the Examiners emphasize its traditional character. They point out that in Austria education is designed to meet societal needs through response

to an intricate range of sectors and constituencies. Innovation is periodic rather than constant, cautious and deliberate rather than adventurous or ideological. Thus, it is significant that any major educational reform requires a two-thirds majority in Parliament and therefore in effect a large measure of consensus among the political parties.

The relationship between the Federal and provincial elements is intricate and intimate, a balance between authority and influence, legislative responsibility and practical participation. Austria demonstrates how a federally organised State can combine the advantages of local initiatives and concern for regional differences with a strong input of resources and co-ordination from the centre. Altogether the relationship is a formula for tolerance and harmony that the Examiners found reassuring. Their one reservation about the Austrian education system is that, in relying too much on gradualist development, it may not be giving sufficient impetus to measures designed to foster equality of educational opportunity.

The OECD Secretariat wishes to express its gratitude to the officials of the Federal Ministry of Education and Art for their efficient co-operation in making this review possible, to all those who provided information to the Examiners during their visit to Vienna, and to the Examiners themselves for the expertise and devotion that they brought to their task.

THE EXAMINERS

Mr. Jack Embling, Rapporteur,
Formerly Deputy Secretary,
Department of Education and Science,
United Kingdom.

Professor Dennis Kallen,
Professor of Education,
University of Amsterdam, The Netherlands.

Professor Harold Noah,
Dean, Teachers College,
Columbia University, New York City, USA.

THE AUSTRIAN DELEGATION

Mag. Leo Leitner,
Director General,
Federal Ministry of Education and Art,
(Head of the Delegation).

Dipl. Ing. Werner John,
Director General,
Federal Ministry of Education and Art.

Dr. Sigurd Höllinger,
Director,
Federal Ministry of Science and Research.

Part One

THE EXAMINERS' REPORT

INTRODUCTION

An examination of Austrian educational policy was carried out in 1968 as part of the first round of OECD Country Reviews. Subsequently, in 1970, the Examiners' Report and a report of the discussion in the then Committee of Scientific and Technical Personnel was published. * In 1972 the Austrian authorities expressed interest in a second review by experts selected by the OECD and this was agreed. For various reasons completion of the exercise was delayed. It was in any case conducted in two stages, mainly because the Federal Ministry of Education had been divided into two parts in 1970, becoming a Federal Ministry of Science and Research (having responsibility, inter alia, for the universities) and a Federal Ministry of Education and Art (with responsibility for almost all the remainder of the educational system, as well as theatres, opera houses and other cultural institutions). It was administratively convenient to undertake the review according to this division of competence. The first stage dealing with the universities was completed by a Review Meeting held in Paris in July 1975;** the present report deals with the second part, that is, with the educational responsibilities of the Federal Ministry of Education and Art.

As on the earlier occasions, the Examiners are indebted to the Austrian authorities for very thorough documentation, principally in the form of a substantial Background Report, entitled "Report on Education to the OECD",*** which was circulated to all members of the Education Committee in November 1976, and which was available to the Examiners before their visit to Vienna. They wish to express their appreciation for this volume. It contains a wealth of information about current schooling arrangements in Austria, and the Examiners, in making their own comments, have deliberately refrained from reproducing this, unless it was clearly necessary to do so. What is even more valuable, the Background Report offers some revealing and stimulating reflections, affording subtle indications of the concepts and attitudes which underlie and inspire Austrian policy. There is a freshness and frankness in the document which makes it rewarding reading, as for instance in the

* Review of National Policies for Education. Austria OECD, Paris, 1970.

** Review of National Policies for Education. Austria, Higher Education and Research. OECD, Paris, 1976.

*** See Part III, Summary of the "Report on Education - 1975".

paragraph dealing with the proposed up-grading of the middle level schools for training nursery school teachers and tutors:

> "The proposed system is also expected to appeal to the general public as the next step in the reorganisation of the curricula in question for the following reasons: normal schools are mainly attended by children of low-income white-collar workers and of unskilled labourers and peasants. Both parents and students appreciate this professional training as a form of social rise, which ought not to be rendered unfeasible by too lengthy a curriculum. Moreover, an extension of the total schooling period, unless extremely well founded, would also be undesirable merely by entailing for at least 30% of students an extension of their stay at a boarding school".

All three Examiners participated in a series of discussions and meetings in Vienna in September 1977, and two of the Examiners also had the advantage of participation in a meeting on an earlier occasion. They would like to express their deep thanks to the Austrian authorities for the great courtesy with which they were received and for the arrangements which were made for them to meet a number of the parties involved in the educational process - parliamentarians, teachers and representatives of both employers' and workers' organisations, as well as many officers of the Ministry. Their special thanks are due to Mr. Leo Leitner, whose very positive Chairmanship of the discussions in Vienna made them so rewarding, and to Mr. Franz Partisch, who was responsible for producing the Background Report and whose colleagues, particularly Mr. Herbert Schwanda, made all arrangements for the Examiners' visit to Vienna so smooth and agreeable.

I

HISTORICAL PERSPECTIVE

The Austrian educational system has a long and distinguished history. Some of the existing institutions are among the oldest in Europe; the University of Vienna was founded in 1365 and the first vocational school in 1675 and in the three hundred years since there have been periods of marked creativity. In this as in so many other spheres, the reigns of the Empress Maria Theresa and of her liberally minded son, Joseph II, were highly productive; developments in the latter part of the nineteenth century were particularly marked by the establishment of a variety of middle-level institutions - in Vienna, Linz, Graz, Salzburg - designed to meet the new manpower needs of industry and commerce. Another burst of activity came in the early years of the first Republic, established after the collapse of the Empire; several important measures were taken to facilitate upward mobility in education - graduates of the schools for the training of teachers were given the right to enrol in selected university programmes and new types of school, the Aufbaumittelschule and Arbeitermittelschule, were established to enable students, particularly from the working class, to prepare for higher education. These promising developments were brought to a halt by the political events of the 1930s and 1940s but it is to be noticed that during the period between 1919 and 1960, Austria almost quadrupled the number of secondary school enrolments; alternative routes of access to post-secondary education also increased, though their overall effects on the numbers in university education was small. In comparison with most other European countries, the Austrian system of secondary and higher education was well developed; despite political upheaval, Austria had a greater variety of institutions, more alternative routes of access and proportionately more young people enrolled in recognized educational courses.

The effect of civil strife, annexation, war and foreign occupation lasting over twenty years meant that, at least in organisational terms, a fresh start had to be made. In July 1962 the basic constitutional law for the education system was enacted and among its provisions was a new definition of the powers of the central government and of the provinces. Under the constitution educational policy-making, save in a few special fields, was reserved to the federal government but at the same time, careful provision was made to ensure to the provinces and to some extent to their constituent districts a role of influence and co-determination in school affairs.

On this carefully balanced constitutional basis were erected a framework of educational laws and a set of educational institutions which in many respects differed from the old, though the central core - the universities, the AHS* (allgemeinbildende höhere Schulen, higher-level secondary academic schools) and the BHS* (berufsbildende höhere Schulen, higher-level secondary vocational schools) remained unimpaired and, indeed, strengthened. The full implementation of such comprehensive legislation as that of 1962 takes many years. The process was under way when the first OECD Review of Austrian educational policy was conducted, but it was by no means complete. Thus, the basic framework, particularly the School Organisation Law of 25th July, 1962, which governed school affairs in 1968 at the time of the first Examiners' Report, remains valid in 1977, though it has been subjected to several amending measures, the last of which, No. 5, became effective on 1st September, 1976. In some respects the process has continued at a deliberate pace, as with the new Pedagogical Academies for the training of primary school teachers, prescribed by the 1962 Act, but not operative until 1968. This has been a clear matter of intended and foreseen development; in other respects, though the forms of development have followed as planned, the content has proved to be substantially different. An example may be seen in the entirely unforeseen success of the Musisch-pädagogische Realgymnasien which were intended to be a means of ensuring a supply of recruits to the new post-compulsory teacher training colleges. Instead, they have provided one of the alternative routes for entry into the universities. In recognition of this change of function, the schools have now been renamed Oberstufenrealgymnasium, have been accepted as standard forms of upper secondary schools (and no longer as "special forms" as they were under the 1962 Act) and have been broadened by the addition of specialized courses in mathematics and natural science. Such adaptability to changed conditions exemplifies well the pragmatic spirit which characterizes Austrian administration and policy-making. The 1962 Act was formulated in precise terms but it nonetheless allows for adaptations, which can be absorbed without undue difficulty through the amendment process, once it is clear from experience gained by pilot projects that the new arrangements are working well.

In the Examiners' Report on the 1968 Review attention was drawn to the decision of the Austrian authorities to dispense as soon as possible with the upper cycle of the primary school based on the class teacher (Volksschule) and to replace it by the four-year junior secondary school based on the subject teacher (Hauptschule), which had first appeared in Vienna in the period between World Wars I and II and which was also appearing in some other parts of the country. The figures then available showed that, while all the relevant-age children in Vienna

* Long upper-secondary cycle.

were in Hauptschulen, in the country as a whole just under half of the relevant-age children were still enrolled in Volksschulen. The then Examiners accepted the forecast that "many years will elapse before all children will have this facility (that is, Hauptschulen) available to them". In fact, for all practical purposes the process is now complete; the Background Report showed that in 1975 less than three per cent of the children were still in upper divisions of Volksschulen and the Examiners were informed that the proportion is now only one per cent - an irreducible minimum which simply reflects the extreme isolation of some of the valleys in the western part of the country.

This transformation has involved very considerable expenditures - on capital account to build new schools and to provide boarding schools and hostels, and on current account to provide grants and free travel vouchers. * In the place of the traditional eight-year compulsory elementary school, Austria now has a modern differentiated system: the four-year primary school, followed by a four-year lower secondary structure which sets the new Hauptschule alongside the much older and more selective junior divisions of the AHS. In practice, Austria now has a three-stream lower secondary pattern (two streams in the Hauptschule and one in the AHS) which will be examined further in Chapter II. All of this illustrates the substantial progress which has been made to implement policies that were indicated mainly as targets in the first Austrian Review.

As for the future, the Examiners were given an account of the School Development Plan which indicated in detail the provision of places and buildings at different levels and in the different sectors in order to meet planning targets. During the currend period of economic uncertainty the overall policy in education is to ensure stability rather than expansion. The Examiners noted that the authorities propose to give priority to the needs of sparsely populated areas and to technical education beyond the compulsory school.

* At constant prices the annual increase of 13.4% in Austria's expenditure in education between 1963 and the early 1970s was the highest for thirteen countries surveyed by OECD. See Public Expenditure on Education, OECD, Paris, 1976, p. 28.

II

PROGRESS THROUGH THE SCHOOL SYSTEM

About 40% of the 3 to 6 year olds are sent by their parents to nursery schools (Kindergärten), which represents an attendance rate almost double that of 1954/55. Nearly 60% of the children are in the five/six year old age group, i.e. immediately preceding compulsory education, and the federal authorities are keen to encourage this, for instance, by providing adequate numbers of staff. There is apparently no intention, however, of making attendance at this age compulsory, and the Examiners noted that there are geographical disparities in the provision.

About one-third of the nursery school places are provided by non-public institutions, and unlike schools at all other levels, the responsibility for legislation rests not with the federal government, but with the provinces. The Examiners were not in a position to judge the efficacy of these institutions, but they did sense some uncertainty about the purpose they were intended to serve, in particular, whether the nursery schools were to be charged with a primarily social or educational function. On the one hand, some 43% of the children in nursery schools in 1973/74 had mothers who went to work and the strong interest of some firms in the schools shows that the economic factor is important. On the other hand there is an implication that more than half the children are in the schools, not because of any economic or social considerations, but because of the need to give children "a good start" to formal education. Such ambiguity - or duality- of purpose is in strong contrast to the precision which marks most aspects of educational policy in Austria, and is perhaps to be ascribed to both the voluntary nature of attendance at nursery schools and to the optional nature of their provision.

It would seem to the Examiners that a reappraisal of the functions of pre-school education is desirable, if only to clarify the present ambiguity. Precisely in this area, between the two world years, through the Viennese school of child psychologists, Austria played a leading role in drawing attention to the decisive effect that the conditions of early childhood have on the individual's educational and personal development. From the little information that the Examiners were able to gather during their brief stay in Vienna, they have the impression that there has been little evolution of theory or policy and that little is done

to gear the increasing participation in nursery schools to social and educational objectives. This reticence may in part be due to the belief of the authorities that at this stage the main responsibility rests with the family and that the public authorities, especially at the Federal level, have only a supportive function.

Compulsory school starts at the age of six but a two-fold departure from normal practice is permissible - some children may be admitted early; the entry of others may be deferred. Earlier entry is becoming more common, as in some other countries, as lower birthrates have eased the pressure on the primary schools, and this has made it possible to authorize the admission at the beginning of the school year of children whose sixth birthday falls before the end of the calendar year. On the other hand - and more particularly in Austria - there are provisions which make it possible, on the initiative of the parents, to postpone the entry of those children who are six but not yet ready for school (schulpflichtig aber nicht schulreif). Certainly in emphasizing that not all children will be automatically ready for primary school, simply because they have attained six years of age, Austrian policy continues to build on the basis of a theory of pedagogy and child-development that was a hall-mark of the Austrian approach in the nineteenth century. There are some indications, however, that one effect of falling birthrates is a tendency to make less use of this opportunity to defer entry and therefore to make less use of preparatory classes. The establishment of experimental preparatory classes to bring these children to the point where they can enter school in the normal way is an example of another fundamental characteristic of educational policy in Austria - the state's assumption of a duty to care for each child in terms of the child's best interest. This attitude of care, stewardship, and furtherance of the child is summed up in the term Betreuung, a concept that lies at the heart of not a few Austrian policies which at first glance strike the outside observer as being paternalistic.

The primary schools, covering grades 1 to 4 appear to be not substantially different in character and organisation from those in other countries, save perhaps in one respect. One teacher, who is responsible for all the normal school subjects tends to stay with the same class through all four years, thereby, in theory at least, establishing a bond between pupil and teacher (and parent and teacher) which is more intimate and enduring than is generally the case in other countries. Enhancement of the child's sense of security and belonging is the expected outcome of assigning the child to a single teacher for his or her entire primary school period. This is felt to compensate for any danger that such a quasi-monopoly of knowledge of and influence over a particular child by one teacher might have, in terms of current school experiences and in terms of the arrangements which control the decisions as to the future of primary school pupils at the end of the fourth grade.

Apart from a now negligible proportion of pupils - in remote areas - who, as was indicated above, remain in primary schools for grades 5 to 8, the pupils transfer at age 10 to a junior secondary school (Hauptschule) or to the junior division of an eight-year AHS. Until 1971, pupil transfer to the AHS was determined by the results of an examination, but by an amendment to the School Organisation Law of 1962 this examination was suspended for a limited period which has been further extended under subsequent legislation. A second relevant development is that the Hauptschulen are now almost completely organised on the basis of two academically differentiated streams, so that there are in effect three parallel courses - the junior division of the AHS, and the upper and lower streams of the Hauptschule. Contrary to the earlier arrangements in Austria and to what would be expected in most countries, there is, in theory at least, no difference in academic level between the junior division of the AHS and the upper stream of the Hauptschule. Syllabuses have been made conformable, and those for German and mathematics are now identical.

In formal terms, therefore, the decision at the end of the fourth grade is represented as being not one between two types of school - AHS and Hauptschule - but between two levels - stream 1 and stream 2. What is more, this decision rests not on an examination, but on the collective judgement of the primary school teachers. For those children adjudged under this procedure to have the ability and aptitude for the upper stream, there is the further decision as to whether they should enter the AHS junior division or the Hauptschule. This decisive choice is left to the parent, guided as necessary by the teachers.

These arrangements are strikingly different from those in most countries. They have been developed as an answer to the well-known criticism of normal examination arrangements at the end of the primary cycle and in that respect are at least understandable. The Examiners are conscious, however, that they are not without their own dangers, arising from the overwhelming, if not exclusive, dominance of the teachers' input into the decision-making process. There is the immediate difficulty that the decisions lie in the hands of teachers who have no experience of the schools to which the children will be proceeding. The Examiners were told that the teachers are supported and guided in their deliberations by standardized norms promulgated by the Ministry, so as to ensure that the teachers' measurements of achievement and judgements as to potential are as independent as possible of socio-economic origins and other distortions which might intrude. Commendable as this support is, it would seem to emphasize even more the need for particularly careful monitoring of the results of the pupil transfer process. The Examiners did not find encouraging or convincing the assurance given to them that there was no need to fear mistakes, because any which occurred could be corrected later by the transfer of pupils from one stream to another.

Apart from any concern connected with the technical problems of forecasting a child's future abilities and aptitudes on the basis of his behaviour and achievement during the ages 6-10 years,* the Examiners feel obliged to comment on some broader societal implications of the primary to secondary transfer system that has been established. Exclusive reliance on teachers' judgements may well serve to reinforce some already conservative elements in the Austrian social system. Support for a hierarchical ordering of occupations and ranks is a marked feature of Austrian life. As in most countries, Austrian teachers tend to reflect such attitudes, if only because many of them have had to struggle out of a relatively depressed social status into the more exalted and generally respected position of teacher. They are therefore understandably content to preserve, and even strengthen, a system that has provided many of them with an opportunity for social advancement. In such a context, teacher-dominance of secondary school transfer can become a potent recipe for the preservation of the social status quo.

The Examiners did not receive, nor do they have, any direct evidence that assignment to the AHS rather than to the Hauptschule, or to Stream 1 rather than to Stream 2, is substantially the outcome of direct social rather than pedagogical, considerations. Indeed, the Background Report tends to paint a picture of teachers, objective pedagogical criteria in hand, contending with the poorly informed, and often ill-advised social ambitions of parents for their children:

> ... the AHS continue to carry high social prestige. Sometimes this leads to attempts on the part of parents to keep students at the AHS who appear not to be up to this type's requirements at least at that age level and who cannot be helped even by remedial instruction. It is hardly possible to give statistics about the number of such cases, but its consequences are an intensified demand for private tutoring on the one hand and on the other hand, owing to a mismatching of requirements and abilities, sometimes also to a further drop in achievement and to truly critical situations in the psychological development of the students concerned, which are further aggravated by the difficult phase of puberty they are in. A reduction of this social prestige of the AHS, which is undoubtedly subject to exaggeration in individual cases, can hardly be attained by administrative procedures, since this area, too, comes under the principle of free parental decision.

It is perhaps indicative of the Ministry's own unease about the efficacy of decisions taken at the transition from grade 4 to grade 5

* The Background Report expresses this concern about the low reliability of predictions of academic success on the basis of a school allocation decision made immediately after elementary school: ("die geringe Voraussagesicherheit des Schulerfolges bei einer Schulbahnentscheidung bereits nach der Grundschule." - Kapitel 4.3.3., deutsche Fassung S.66).

that they are undertaking, within the provisions of the Experimental Programme, some investigations into alternative methods of organising the key subjects of the curriculum in grades 5 to 8 - by streaming, by setting, or by an orientation stage - so as to avoid the rigidities of the year/class structure. These experiments are referred to under the title of the Gesamtschule ("comprehensive school"), but this term is to be understood in a more restricted sense than is normal in Member countries, in that the projects relate almost exclusively to the Hauptschule. The total number of schools involved so far in the pilot projects for an "integrated comprehensive school" is 107, of which fully 106 are Hauptschule and only one includes the lower division of an AHS.

The objectives of the programme are unexceptionable - equality of educational opportunity irrespective of geographical region or social class, raising achievement levels by having regard to individual abilities and aptitudes, making selection more objective and more gradual and improving social education by mixing children of different groups where this is practicable. As to results, the report of the Austrian authorities on the situation so far is positive, i.e., that equally gifted children learn about as much as in the traditional school, that under setting arrangements there is better assignment of students according to ability, that there is greater upward mobility and that only about 30% of pupils adjudged under normal procedures as most suited for Stream 2 are in the lowest achievement group in all subjects. The Examiners note this report with interest but would not wish to comment on the project at so early a stage. They mention it as an indication of the Austrian awareness of the problems raised by the standard transfer arrangements used and of the concern to mitigate the rigidities which are inherent in almost any decision making in this field.

As has already been indicated, correction of errors may in theory be made by the transfer of pupils - in this case among the upper and lower streams of the Hauptschule and the junior division of the AHS. It is recognized that by equating so far as possible the curricula of the AHS and the upper stream of the Hauptschule, the Austrian authorities have taken some steps to facilitate transfer. In practice, however, transfer appears to be the exception rather than the rule. In 1976/77 the percentage for entry into the AHS (including the Oberstufenrealgymnasium) was no more than 4.73%, and even of that low percentage the majority attended an Oberstufenrealgymnasium. It is also to be noted that there is virtually no mobility between the Hauptschule and the lower forms of the AHS.

The picture is perhaps regrettable, but it is hardly surprising and is not noticeably different from that which would appear in any other country which has pupil selection at this stage in the educational process.

As was noted above, the Background Report recognizes the existence of powerful social pressures. The prestige of the AHS is high and parents are reluctant to accept transfer of their children to a Hauptschule, even though educational considerations would indicate the advisability of such a course. Though such prestige considerations are less evident between the upper and lower streams of the Hauptschule, "downgrading" will always provoke some resistance. This whole matter must be a subject of continuing concern. Unfortunately, precise information is scanty and the Examiners would point to the urgent need for further development of a range of statistics designed to chart the flows of pupils through the school system.

Subject to any adjustments under the procedure mentioned in the preceding paragraphs, the pupils remain for four years, (grades 5 to 8) in these lower secondary schools, after which the need to complete nine years of compulsory schooling makes necessary yet another decision as to destination. The range of options is exceptionally wide:

- most of the pupils in the junior division of the AHS will in most cases stay in their present track by moving into the upper division of the same school, but they may decide to move over to some other track, for instance, in a vocational school ;
- the pupils in both streams in the Hauptschule will move to some other school:
  - perhaps to an AHS, particularly into the special type hitherto called the Musisch-pädagogisches Realgymnasium, which has only an upper division and therefore recruits wholly at grade 9;
  - perhaps into one of the wide range of middle level or higher level vocational schools, preparing for one of a very wide range of careers;
  - perhaps into the new single grade pre-vocational course, the polytechnischer Lehrgang.

At this stage, that is, at the end of grade 8, there are no academic examinations (though continuous assessment is used in the schools and for entry to some types of vocational school there are aptitude tests) and no formal arrangements for selection similar to those at the end of the primary cycle. Instead, there is great emphasis on educational counselling, to which the Austrian authorities now attach very great importance and which they are making great efforts to develop. The arrangements are at two levels - the work of the teacher-counsellors within the schools and the work of the more specialized Schools Psychological Service based at a number of centres throughout the country (see Section 9. 3 of the Background Report). A wide range of information on further educational opportunities is provided to parents and pupils during the last two years of the lower secondary cycle, and

there is frank discussion of hopes and fears, ambitions, abilities and problems, without in any way abrogating the pupil's (or his parents') right and responsibility to make his own decisions. Both aspects are admirable and it is to be hoped that the objectives will be realized.

As yet, however, this field of activity is at an early stage of development. The number of psychologists in the schools service, though rising, is still well below even the modest target of 128, located in 54 offices spread over 120 school districts and dealing as necessary with about one and a third million pupils. In the front line are the teacher-counsellors, providing information and guidance to pupils and parents; there is one in each AHS and it is hoped that there will be one in each of the larger Hauptschulen by the end of 1978, that is, those with more than ten classes. It would be rash, therefore, of the Examiners to make at this early stage more than the most tentative of comments. While they applaud the concept of the teacher-counsellor, they wonder whether the schools have yet grasped the extent of the demand which the role makes on those who volunteer - in the range of information and outside contacts which it requires, in the time and effort which the work itself involves and, perhaps above all, in the severe personal constraints which must be felt by a teacher operating in a role quite different from that which is his main vocation, a new role in which infringement of the pupil's right of ultimate determination must be avoided. Quite apart from the personal commitment that the teacher-counsellor must make, all this would seem to demand a degree of special training of which the Examiners found little evidence. Even if, as some would assert, the predictive value of advice or counsel is highly uncertain and the counsellor can in practice do little more than provide relevant information, the task is an onerous one, involving wide-ranging knowledge and careful techniques.

The Examiners would also urge the introduction of a sensitive monitoring system, especially to estimate and, if necessary, check any tendency which might exist routinely to switch children on to education (and hence career) paths that simply reflect society's expectation of their future, based on their parents' occupations and social status.

Whatever may be the technical weaknesses of this system of educational counselling and whatever risks such a system might run in a society that remains acutely conscious of the different social statuses attached to different occupations, the Examiners can only applaud the Austrian authorities' intent and execution in this area. It is once again a mark of the deep concern for the present well-being and future development of the pupils, that is so characteristic of Austrian educational policy.

It may be remarked here, though it is perhaps strictly outside the scope of the present chapter, that the counselling role comes again to the fore during the upper secondary cycle, particularly in the general

secondary schools, i.e. the upper divisions of the AHS. At this level the objectives of counselling broaden out in that at the end of their school life the pupils will be moving either into higher education or into a career. It is not just a question of the pupil or his parents exercising a choice at the end of the school course for in the upper, even more than in the lower secondary cycle, choices among alternative courses or optional subjects in the earlier years will have conditioned or even determined the final decision. The Examiners noted with interest a statement made by the Austrian University Students Union (ÖH) after their meeting in Linz in August 1977, in which the students urged that continuous counselling be provided by specially trained teachers from the beginning of the upper secondary school course. It may reasonably be assumed that the Union was here representing the views of Maturanten who had recently moved from school to university but the same arguments would apply, perhaps even more strongly, to those pupils whose choice does not involve study at a university but immediate entrance into a career. In these circumstances, the responsibilities of the teacher-counsellor are that much greater and involve mastery of, or access to, a far wider range of information. They also demand close co-operation with the vocational counselling service (under the aegis of the Federal Ministry of Social Administration), with the university level institutions (under the Federal Ministry of Science and Research, and particularly with the Student Unions, which under Austrian law have the responsibility for advising the students once they have reached the university. Coordination and co-operation in this complex situation is not easy, but the seriousness with which the Austrian authorities approach the problem is shown by the establishment of a committee of all the Federal Ministers involved to promote such coordination.

In concluding this chapter the Examiners wish to draw particular attention to the early age at which pupils are assigned to one of three sectors of lower secondary education. This assignment largely predetermines their choice of a future career. The possibility of transferring from one stream or school to another certainly exists in principle but it appears that very little movement takes place in practice. Believing that many pupils may be unintentionally disadvantaged by a selection procedure applied at the age of ten, the Examiners hope that current experiments with the comprehensive school model, in co-operation with the School Reform Commission, will be thoroughly evaluated so as to see whether there is a reasonable alternative to what may well be premature screening.

III

FROM SCHOOL TO WORK

As already indicated, Austria has developed over a long period, antedating by far the present Federal Republic and the existing educational system, an extensive range of vocational schools. * These schools closely reflect the structure of the Austrian economy, and attempt sensitively to meet its varied labour force needs. The schools are linked closely to careers in the industrial, commercial, social, tourist and agricultural sectors, and they are described in considerable detail in Section 5. 3. of the Background Report.

A striking feature of the Austrian education system is that it offers a broad range of options for continuing education and vocational training after the end of compulsory school. The following statistics for the period 1970/71 to 1975/76 show a remarkable stability in the percentage distribution of the 10th grade cohort over the various branches of education (see page 25). The Examiners would point to three significant trends. The first, which is notably important, is that since 1970 the number of young people aged 16 not pursuing any kind of further education has dwindled to less than 8%. The second is a steady increase in the numbers embarking on apprenticeship training. And the third is a steady increase in the numbers embarking on middle level vocational training.

Before commenting on vocational school policy in general, it is necessary to make some reference to the one-year prevocational course which provides the last year of compulsory education for those pupils who do not stay in or transfer to any other general or vocational school. The name of this course, "Polytechnic course" (polytechnischer Lehrgang) is perhaps misleading in view of the meaning attached to the work "polytechnic" in other countries; its purpose is to provide another year of compulsory education, bearing in mind, however, the fact that at the end of the year, the pupils - nearly 25% of the age group - will be moving into working life, with or without an apprenticeship or into some form of technical training. The course is distinctly vocational in orientation. At first it had a very poor public image and was regarded with disfavour by many employers. This picture now seems to be changing very rapidly and the Examiners were interested to note that,

* The subject of vocational training was extensively considered in OECD's Manpower Policies and Problems in Austria, Paris, 1967, pp. 61-71.

	1970/71 %	1971/72 %	1972/73 %	1973/74 %	1974/75 %	1975/76 %
General secondary schools (AHS)	14. 0	15. 2	15. 6	15. 2	14. 7	14. 8
Part-time education for apprentices	51. 0	50. 4	50. 8	51. 9	52. 4	53. 5
Middle-level vocational training...	11. 5	11. 9	12. 5	12. 9	13. 6	14. 1
Higher-level vocational training...	6. 2	6. 8	7. 4	8. 3	8. 5	8. 8
Teacher training	1. 0	1. 0	1. 3	1. 2	1. 3	1. 4
Total	83. 7	85. 2	87. 7	89. 6	90. 5	92. 6

during the discussions in Vienna, one of the employers' representatives expressed strong approval of the course as a preparation for work. In the first place, new subjects have been introduced into the curriculum, dealing with employment and leisure, social and economic organisation, and the bases of modern industry, as well as technical drawing and other matters related to work. Secondly, the pupils are given some direct experience of industry and commerce, partly through visits and even more strikingly, in the provinces of Carinthia and Vorarlberg, through the colloquially termed "Schnupperlehre", by which pupils are given a "sniff" of real work by spending a few days in a firm, doing and not merely seeing. The industrial representative thought it would be extremely valuable if all would-be apprentices were required to take this course, though he accepted that this would hardly be compatible with the existing school structure; such an extension would imply an additional year for those who completed their general compulsory education, for instance at a Hauptschule because they had to repeat a grade, or at an AHS, and therefore can start an apprenticeship immediately afterwards.

From the wider point of view it is to be noted that Austria is one of the few countries which has succeeded in offering appropriate education to the considerable proportion of the age group which does not move into full-time upper secondary education. The unhappy early history of the course shows that there were problems, not all of which may have been solved, for there are probably still some pupils for whom it remains a matter of "sitting out time". Rather more serious is the apparent lack of enthusiasm on the part of the teachers. In the Examiners' view this could prove to be a critical issue and it would seem that a sustained effort should be made to provide relevant and stimulating training. A new full-time course at the teacher training colleges is available but seems as yet to have attracted few, if any, recruits.

Underlying all desirable improvements is the need to take positive measures to publicize the polytechnic course, to clarify what it does and does not do, and so to counteract the unattractive image it has hitherto had.

Among the vocational schools it is convenient to deal first of all with the apprentice schools which differ from all the others in that they are part-time and, for the relevant group, compulsory. The arrangements are simple and not unlike those in several other countries. Young people who have a contract of apprenticeship with an employer are obliged to attend school for one day a week (or the equivalent in block release) and the education authorities on their side have the obligation to make the necessary school provision. Courses match in duration the length of the particular apprenticeships to which the young people are tied. The range of apprenticeships is comprehensive and

though there have been some difficulties arising from economic changes, for instance in the fashion industry, and though the number of places depends on the accumulated decisions of a large number of employers, the Examiners were assured that no young person failed to get an apprenticeship, although he or she might have to fall back on a second or third choice. There is therefore no central planning with regard to the supply of apprenticeships - the Federal Chamber of Commerce merely issue recommendations - and the educational authorities have to provide the necessary places in the relevant schools on the basis of apprentice figures.

Relations between the industrial and education sides are close, and, in general, harmonious. There are elaborate arrangements for consultation with both employers and workers before any change is introduced - though this does not necessarily mean that the outcome meets with complete approval. There are some complaints from the employers that the general non-vocational component in the education curriculum is too large and some criticism of the recent decision to make possible in appropriate cases (i.e. where teachers and classrooms are available) an increase of 50% in the amount of day release.

The Examiners noted with particular interest a trend towards block release at the expense of day release.

	1970/71	1971/72	1972/73	1973/74
Day release	54.64	53.46	52.85	50.14
Block release ...	45.23	46.43	46.93	49.76

Across the country as a whole the balance between the two forms is now almost equal but the national average masks very great divergencies among the provinces. In Vienna and in the small but highly industrialized province of Vorarlberg, less than 2% are on block release but in Burgenland it is 100% and in Lower Austria little less. A major factor clearly is the type and distribution of particular occupations but the trend towards the block system in recent years suggests that other factors are at work. Certainly, the employers organisations, contrary to earlier attitudes, seem now to be strongly in favour of block release, despite the additional expense which, under the law, now falls on the employer to enable the apprentices to live away from home during the eight or so weeks of instruction.

While these recent developments are clearly progressive in intent, they are in some respects controversial, as was shown by a highly

interesting investigation recently carried out on behalf of the Institut für Bildung und Wirtschaft, a research establishment financed by the employers' organisation. On the basis of investigations of the views of apprentices in commercial firms and of their employers, parents and teachers, the report to the Institute concludes that the block release system had some clear advantages, in that the centralized courses had modern and suitable equipment, were more practice oriented and, because of larger numbers, could be more easily structured to meet the needs of apprentices in different trades. * On the other hand, under the locally-based day release arrangements, there was better contact between teachers and employers. For block release, boarding was necessary for most of the apprentices: as to this, opinions were more sharply divided; boarding made it easier for pupils to learn and strengthened social contacts, both with teachers and other apprentices but there were higher costs, a sense of institutional restriction and some risk of unfavourable influences and drop-out. This report strikes the Examiners as highly interesting; it does suggest to them that the use made of release time is a critical element and that the authorities should introduce procedures for its systematic evaluation.

Beyond the apprentice schools is an extensive range of middle and higher-level vocational schools which are the object of great pride in Austria, and rightly so. They provide a carefully thought out, well constructed and richly supported system, intimately articulated with the wishes of the employers and to all appearances meeting in an eminently satisfactory way the needs of the Austrian social and economic system. From the point of view of the students, too, they offer very substantial advantages, at both middle and higher school levels; success in the vocational Matura gives the right either to proceed to university study or to enter an assured career in an industrial, commercial or social occupation. No other secondary schools in Western Europe offer such advantages to their graduates. It is now the policy of the authorities, clearly expressed in the Background Report, to expand the provision of the vocational schools in preference to the AHS, and future planning, including the building programme envisaged in the School Development Plan, takes this as one of its fixed points. The intention is that in due course, two-thirds of the upper secondary places will be in vocational schools, divided equally between middle level and higher level and this switch from the earlier policy of expanding the academic schools would seem to be fully justified both in the interests

* Monika Thum-Kraft: Lehrgangsmässige und ganzjährige kaufmännische Berufsschulen in Vergleich (Comparison of Block Release and Day Release Schools for Commercial Apprentices), Österreichisches Institut für Bildung and Wirtschaft, Vienna, 1977.

of the Austrian economy and in response to individual demand. * At a time of financial stringency, however, it is not an easy switch to make, especially as the vocational schools are much more expensive to build and to equip. Progress is inevitably slow but the targets would seem to the Examiners to be reasonable.

What appears less obviously justifiable is the heavy disparity, even in the development plans up to 1981, between the larger cities and the rural areas. One of the stated objectives is to reduce this disparity by a geographical scattering of schools but the attendance rates assumed for planning purposes suggest that very little progress will be made towards achieving this objective. The cities, and presumably particularly Vienna, will remain with attendance rates well above the national average and the "thinly populated areas" well below. This will apply to the vocational schools as well as to the academic schools even if the new national balance between the two types is achieved.

The risk of over-provision is, of course, inherent in any expansion programme of the kind envisaged for the vocational schools, for the pace of economic and industrial development cannot be precisely foreseen. The Austrian economy has hitherto enjoyed relative freedom from the unemployment that has afflicted most Western countries. It is to be hoped, of course, that this good fortune will continue, but clearly it cannot be guaranteed and a mismatch between the supply of and demand for graduates of the vocational schools cannot be ruled out. It is because of this possibility, however theoretical, that the Examiners feel constrained to express another nagging doubt - whether the specialization which characterizes the schools might not prove to be an obstacle to the flexibility which less favourable employment prospects might demand.

The expression of such doubts may appear to be quibbling, but it should be set against the unequivocally favourable impression which the Examiners have formed of Austrian policy in relation to vocational education.

On earlier occasions, for instance on the occasion of the OECD Review of the Austrian universities in 1975, concern was expressed about the absence of a technical post-secondary sector outside the universities and the lack, therefore, of personnel with qualifications between the Matura of the higher level vocational schools and the degrees of the universities. The absence from the Austrian scene of any institutions comparable to the Instituts Universitaires de Technologie in France, the Fachhochschulen in the Federal Republic of

* Realizing that employment opportunities for university graduates are diminishing more and more, young people are opting for vocational and technical education.

Germany or the Polytechnics in England has been very noticeable, and doubts have been expressed as to whether, despite the excellent training given to the Maturanten, this unusual arrangement could continue to meet the needs of Austrian industry.

It may therefore be regarded as significant that during the last few years some new institutions have begun to appear in precisely this area. They are mentioned in Section 7 of the Background Report - the Kollegs and other technical courses for Maturanten, the Academy for Social Work and the courses linked to the paramedical services. These are relatively small additions to the post-secondary sector and indeed it might be argued that the Kollegs are not strictly post-secondary, because they merely allow the AHS Maturant to add technical qualifications to the academic ones he already has, thus enabling him to reach the position of the vocational Maturant (who, as has already been mentioned, has either the right to enter university or to have a professional status in employment).

The Examiners regard this establishment of the Kollegs as a major development of great significance for the future and as providing a solution to a problem which is troublesome in many countries. Austria is not alone in experiencing difficulties over the employment and training of those graduates of the academic secondary schools who do not proceed to university study. It is possible to argue, of course, that if educational guidance for pupils during their school careers functioned perfectly, such "reconversion" procedures would be unnecessary but that is a perfectionist argument which bears little relationship to the realities of the situation in Austria or elsewhere.

No other country is able to demonstrate so strong a commitment as Austria makes to career preparation via provision of a comprehensive, highly differentiated and richly supported set of vocational schools. The financial burden is no doubt heavy, but the Austrian economy and society are reaping a rich reward. Moreover, in typical pragmatic fashion, the Austrian educational authorities are continuing the long process of adapting their vocational institutions to the needs of the clients and, without disturbing the established pattern of middle and higher schools, are adding to the range of provision and extending upwards the proven advantages of the existing system.

> "Austria is one of the few OECD countries that has maintained a high level of employment over the last few years ... While several special factors have facilitated the maintenance of full employment, an expansionary fiscal policy has no doubt been of crucial importance. The simultaneous success in the fight against inflation can largely be attributed to a high degree of social consensus, which has enabled a significant reduction in

union wage demands without 'disciplining pressure' from slackening labour market conditions". *

That quotation comes from the most recent OECD economic survey of Austria. The Examiners wonder whether yet another explanation for the stability of the Austrian economy and the capacity of the labour market to absorb virtually all the young people leaving the educational system lies in the comprehensiveness and efficiency of the training facilities, the central role of the apprenticeship system** and the close collaboration of the social partners in assisting young people to make the transition from school to work.

* Economic Surveys, Austria, OECD, Paris, 1977, pp. 45-46.

** See Policies for Apprenticeship, OECD, Paris, forthcoming.

IV

SUPPLY AND TRAINING OF TEACHERS

In most European countries teachers for the traditional academic secondary schools - lycées, Gymnasien, grammar schools - are trained in or in association with universities, while those for all other types of school attend special, usually monotechnic institutions not regarded as of university rank. This system still prevails in Austria; teachers for the AHS and also for the general education subjects in the other types of upper secondary school take a nine-semester university course, normally in two academic subjects, in which from the fifth semester onwards there is a substantial professional element, including the basic principles of pedagogy, their application to a particular school subject, and some contact with the schools. As the universities fall within the competence of another Ministry and were not within the ambit of the present review, the Examiners did not have the opportunity to investigate these training arrangements. Nor could they assess how far the University for the Educational Sciences at Klagenfurt, the planned foundation of which was noted in the first Examiners' Report and which will, in fact, soon be producing its first graduates for the schools, will be in a position to modify the traditional training of teachers for the academic secondary schools.

Whether developments at the University at Klagenfurt prove encouraging or disappointing, there is no doubt about the revolution which is taking place in the forms of training of other teachers. Indeed, the remarkable progress which the Austrian authorities have made is nowhere more evident than in the arrangement for the training of teachers for primary and secondary schools other than for the AHS. Until the 1962 Act prescribed otherwise, they were educated/trained in middle-level upper secondary schools starting at grade 9, i.e. age 14-15 years. The foundation of the Pedagogical Academies, the first of which was established in 1968* and of which there are now 14 with an annual entry of some 3,500, has radically changed the situation for the training of primary school teachers, who are now recruited after the Matura examination, i.e. at age 18-19 years. It is true that the course lasts only two years, but the desirability of extending this is widely accepted (though it is at least arguable that a more thorough

* Short upper-secondary cycle.

development of in-service training rather than an extension of initial training might more adequately meet the needs of primary teachers).

Experimentally at first, but now by law, the Academies also train teachers (in a three-year course) for the Hauptschulen, for the Special Schools for handicapped children and (in theory at least) for the ninth year pre-vocational course (polytechnischer Lehrgang). Hitherto, the teachers for all these institutions had been trained part-time, which is to say that they were primary school teachers who in their spare time over perhaps as long as six years took courses at the institutes for in-service training and eventually submitted themselves for the appropriate written, oral and practical teaching tests. The incentive, apart from vocational interest, was the higher status and remuneration. It is equally characteristic, however, that the new system of full-time training for the Hauptschule or Special School teacher has supplemented and not replaced the part-time route. The primary school teacher can still by part-time in-service study climb into the higher grade. As the schools may well benefit from this variety in training it would seem to the Examiners to be sound policy to keep these two, pedagogically quite different, routes.

Other elements of the pre-1962 system remain; there are still secondary schools devoted to the training (and general education) of three kinds of staff - nursery school teachers, craft and domestic science teachers, and that noteworthy group of boarding institution staff, called in German 'Erzieher', and best translated into English as "tutors", whose role will be examined in the next chapter. For the first two groups, entry to a four-year course is conventionally at the end of grade 8 (14 years) after an aptitude test; for the Erzieher the arrangements are in principle the same, with a similar final examination, but with a length of course which is determined pragmatically by the age and experience of the individual student.

In the time available, the Examiners could examine neither the content of teacher training in any detail, nor the role of teachers inside and outside the schools. As a broad generalization, it can be said that the teaching profession in Austria tends to be conservative in outlook. The teacher associations do not appear by initiative or by pressure to exert any great positive influence on the reform process, though there are clearly some outstanding exceptions among individual teachers, not least those who have been motivated to enter politics and to use their educational experience for the benefit of their parliamentary responsibilities. The teacher associations, as distinct from individuals, are brought as intimately as any other group of representatives into the consultative process which precedes legislative change, and they are represented on a large number of investigating commissions and working groups dealing with questions of organisation and content. It was regrettable that the teacher organisations were not

able to take greater advantage of the invitation extended to them by the Ministry to take part in the discussions with the Examiners in Vienna.

This is not to suggest that the teachers do not take their professional work seriously; on the contrary, all the indications are very much in support of the view that the teaching force is conscientious and devoted to its particular role, which has traditionally enjoyed a high prestige in Austrian society. The Examiners, like their predecessors in 1968, were struck by the high rate of participation in in-service training, involving, as they were told, no less than 80% of teachers in compulsory schools. But a dedicated professionalism is compatible with a deep conservatism and caution in the face of change, and this seems to be the impression given by the Austrian teaching force as a body. The Examiners make no value judgment about this, but simply note it as an element in the complex balance of forces which contribute to the determination of educational policy and practice in Austria.

It is not to be wondered at if the teachers are at the moment feeling uncertain or even threatened, for their career outlook is not encouraging. In the first OECD Report it was noted that at that time (1968) there was an estimated shortage of appriximately 5,000 teachers at primary level alone, and the fear was recorded that shortages at AHS level would force postponement of the 13th school year at the AHS which was due to be introduced in 1971. This was, in fact, a correct anticipation of events, for after a plebiscite against the 13th school year the problem of the shortage of teachers played an essential part in the parliamentary discussion of the plebiscite. The introduction was postponed and has not yet been realized. Now, however, the employment situation is reversed. Precise information about the movement of the school population is not given in the Background Report and was not available to the Examiners at the time of their visit to Vienna, but it is clear that, partly because of falling birth-rates which have already affected numbers in primary schools, and partly because of a lower rate of school attendance and successful completion of secondary courses than had been projected, the pupil numbers are now, and will in the near future continue to be, lower than had been forecast, with the demand for teachers correspondingly less.

The levelling off of pupil numbers combined with a non-restrictive policy on the intake of teachers has brought about a remarkably favourable trend in the teacher/pupil ratio, as illustrated by the following figures for the AHS and part-time vocational schools (see next page).

At present, the average class size in the compulsory sector is 26 as compared to 32 in 1969/70.

SCHOOL YEAR	RATIO	
	AHS	PART-TIME VOCATIONAL SCHOOLS
1970/71	17. 7	22. 4
1971/72	15. 9	21. 9
1972/73	15. 2	20. 3
1973/74	15. 0	19. 4
1974/75	14. 4	18. 8
1975/76	13. 6	17. 8
1976/77	13. 0	17. 0
1977/78	13. 0	16. 0

In accordance with tne firm refusal of the Austrian Government, and indeed of all political parties in Austria, to impose numerus clausus restrictions on admissions, the authorities are unwilling to contract supply by limiting entry to the Pedagogical Academies. Instead they have let it be known in the schools that the period of teacher shortage is over and that opportunities for appointment to the schools are lower; as a result applications to the Academies in 1976 were reduced by 10% and the expectation when the Examiners were in Vienna was that the fall would be greater in 1977.

Unemployment is not a familiar feature in Austrian society and the authorities are therefore likely to be faced with an extremely difficult problem. In the years of shortage, overtime payments for extra hours worked by serving teachers were considerable, but they have now noticeably diminished. There have been proposals to reduce the size of classes in order to create more employment, but even a rough cost-benefit analysis shows that, in view of the current shortage of resources, relief by this channel is unlikely. Moreover, a reduction of class sizes sufficiently large to make an appreciable effect on achievement levels would be prohibitively expensive. However, even if the potentially serious problem of unemployed young teachers were solved, the rapid expansion of the 1960s combined with the inevitable reduction of the number of new recruits to the profession will bring its problems. According to the figures given by the Federal Ministry

of Education and Art, 37.5% of the teachers in the lower divisions of AHS and in all upper secondary full-time schools in 1973/74 were in the age range 31–45, which suggests that an awkward blockage will move up the age scale over the next 20 to 30 years. It is likely to impede future movement and strengthen conservative attitudes. The more recruitment in the younger age groups is reduced, the more this danger is likely to be increased.

V

THREE DEVELOPMENT AREAS

A. Special Education for Handicapped Children

Austria has for many years had special schools for various categories of handicapped children though in recent years the network has become more diversified and, because of better identification procedures, the number of pupils has increased - by 63.4% over ten years. It is noticeable, however, that the proportion of pupils in such schools varies quite substantially from province to province, ranging from 2.4% in the Burgenland to 4.6% in Vienna and Vorarlberg, though the precise reasons for these differences are not clear. Though there are obvious advantages in such separate provision for the handicapped, not least because of the specialist training it is possible to give the teachers, Austrian policy is now firmly directed towards the integration of the children, wholly or partly, into the normal school, the keynote as expressed to the Examiners being "separate provision where necessary, integration where possible". So far as the Examiners could discover, no particular material considerations and certainly no cost-benefit analysis underlies this policy; rather it is inspired by concern for the long-term well-being of the children involved.

The Examiners were impressed by Austrian policy in this field, both by the obvious thoroughness of the process of identification, which involves detailed consultation with a broad range of social and medical interests, and by the powerful sympathies which underlie the policy of integration. With this policy the Examiners would themselves strongly agree, not least because of the alienating effect that segregation may have on normal children who, having no contact with handicaps, can hardly be expected to develop understanding of the handicapped or be ready to help. At the same time it must be remembered how critical is the attitude of the teachers; all too often class teachers are inclined to try to exclude non-normal pupils so that they can better proceed with their "proper" job of teaching the normal; it follows therefore that inherent in the policy of integration is the need to include in the training of all teachers some elements relating to the handicapped.

During the discussions in Vienna on this subject, reference was also made to the special problems which sometimes arise with the

children of foreign workers or immigrant minorities, whose difficulties with the language of the host country can lead to a real educational handicap which can easily be interpreted as a mental one. Though quantitatively this is less of a problem in Austria than in some other countries, the authorities are aware of it. They have taken reasonable steps to minimize the difficulties by the development of appropriate syllabuses in co-operation with the home countries, by the import of text-books and by the recruitment of foreign teachers with the assistance of the embassy concerned.

B. Day Care Centres and All-Day Schools

Section 4.4 of the Background Report gives information about two experimental programmes, or two parts of one programme, which involves children's attendance at school all day, instead of in the morning only. Under the first variation the afternoon attendance is primarily for care purposes, providing supervision and assistance in both school work and in play or other leisure activities, but without interference with the normal pattern of school lessons. Under the second, there is the same range of activities but with a radically different allocation over morning and afternoon sessions which permits the almost complete elimination of homework. Under both variations a midday meal, paid for by the parents, is provided.

It seems clear that the impetus for this development lies mainly in social policy and has regard particularly to the needs of children of divorced/working mothers, of whom there is a rapidly growing number in Austria. But this makes the experiment controversial in that criticisms are raised on the ground that all-day care by the school can lead to unjustified erosion of the role of parents. Even in Vienna, two-thirds of the parents expressing a view were in favour of the experiment only provided it was optional, which means that with the all-day school, parallel arrangements for morning lessons on the traditional pattern have still to be provided. Here there is a possible conflict between two concepts of care; the genuine concern of the educational authorities for children in need and proper regard for the status and rights of the family. The Examiners would not wish to appear to intervene in so delicate a question but it seemed to them that one means of bridging the gap between the two positions would be actively to involve the parents themselves in the arrangements, particularly in connection with leisure activities outside the classroom. Experience in other countries suggests that there may be many mothers not gainfully employed who would readily make a contribution in this way and at least ensure that parental interests and points of view were not overlooked. It would also provide a small measure of that training through experience which is found in some countries much

more than in Austria, where the preference seems always to be for formal pre-professional training.

That the educational authorities' sense of care is deep and genuine is not in doubt. It is indeed highly developed, as is shown by the quasi-educational profession of Erzieher or tutor to which reference was made in the previous chapter. Because of the acute shortage of teachers at a time when the expansion of educational opportunity demanded the provision of boarding schools and hostels a move was made to produce auxiliary personnel by recruiting and training more young people to look after the children in out-of-class activities. This was conceived not as a disciplinary or supervisory function but in a real sense as an educational and caring one; the tutors would not only be involved in the pupils' leisure activities but would assist them with their studies. The training courses provided for the tutors reflect this, for the curriculum includes not only the normal academic subjects - history, geography, mathematics and languages but also pedagogical studies and health care on the one hand and artistic subjects such as instrumental music and drawing on the other.

To return for a moment to the all-day school, which is just one of the types of institution in which the tutors are involved, even though the basic objective may be social, the pedagogical implications of an integrated curriculum which provides much greater teacher input and a substantial curtailment of homework are considerable. The extra demands on the teachers are recognized by additions to salary which may be as much as 20 or even 40%, but it remains to be seen whether they will adapt themselves to the new demands. This indicates two particular needs: first, special courses of training for the teachers and a careful monitoring of results.

C. Adult Education

The Background Report contains a highly interesting section on adult education, reflecting a broad concept and a wide range of provision and providing a clear statement of aims and purposes. One particularly striking development is the creation of the Conference of Austrian Adult Education which includes all the major providers and has assumed the role of spokesman for adult education in relation to relevant official bodies on the one hand and the public at large on the other.

In Austria, adult education, both in the general interest field and in vocational training, has a longstanding tradition and can boast respectable achievements. The Examiners were told, for instance, that the Federation of Austrian Volkshochschulen, operating mainly in the towns, registered in 1975 more than 300,000 participants. Even allowing for double counting, this is a significantly high percentage.

Such participation rates compare favourably with those in other OECD countries with well-developed systems of adult education. It was generally agreed during the Examiners' visit that the present climate is on the whole favourable for further developments but that the principal aim should be, not to create new institutions or new courses but to chart the existing programmes, probe their effectiveness and promote their coordination or even, where necessary and desirable, their integration.

In the Examiners' view, the first task that needs to be accomplished is the establishment of a reliable comprehensive data-base. In Austria, as in most countries, the nature and volume of adult education participation is poorly recorded. Its largely voluntary character, and the great diversity in provision, in providers and in status go a long way to explain why reliable data are not available. The Examiners are pleased to note that soon after the creation of the new Conference the need to improve the data-base was recognized and a special committee was set up to work out terminology and statistical norms. The work of the committee is not yet complete, and as of now adequate statistics are not available. A special effort in this area seems to be fully justified. Insight into and full knowledge of the nature and volume of present participation is a first condition for elaborating a policy and establishing priorities.

A second point the Examiners would like to raise relates to the different situation of general and of technical adult education and to the conditions under which the two types of programme are available. At present general and technical adult education are normally provided in different institutions and under different types of administration, the bulk of the former in voluntary but subsidized institutions and most of the latter by and in private firms. According to the Background Report, attempts are being made to increase co-operation between the two types of programme and these certainly deserve support. In Austria, as elsewhere, the traditional distinction between socio-cultural and professional education is becoming more and more blurred and it is encouraging to note that the Austrian general adult education organisations are beginning to offer technical as well as general courses and that companies that have no training facilities of their own encourage staff to participate in these programmes. From the available information, however, it is not clear how the "job-relatedness" criterion that seems usually to guide firms in giving consent to participation in outside courses in the firm's time is defined, nor how decisions are taken; as the companies as a rule pay for all or part of the cost it is likely that they decide who may attend. It is also worth noting that large companies are more inclined than smaller ones to encourage and enable workers to attend courses that are not job-related. It would be interesting to know whether in these companies workers in lower positions are as easily enabled to take part in courses as those in higher positions.

Again, because it is usually the company that pays, it is likely that this is not the case. During the discussions in Vienna, the representative of industry admitted that there were "difficulties" about the participation of unskilled workers.

The above analysis, although very sketchy and lacking full information, would seem to provide arguments in favour of elaborating a consensus policy and eventually a legal framework for adult education opportunities for employees at all levels. The Examiners are aware that the educational leave issue is under discussion in Austria and is even the subject of experiments. This is a useful beginning but there is some way to go before a satisfactory basis can be reached. Both positive and negative experience with schemes of adult education and in particular with schemes of educational leave has been gained in other OECD countries and this could profitably be taken into account in the Austrian discussions. In view of the wealth of opportunities for adult education already being offered in Austria, it may appear to many that there is no urgent need to formulate such a policy but to the Examiners the significant issue is whether on grounds of improving the distribution of educational opportunity and of social equity, priority does not need to be given to this task.

Several developments mentioned during the Examiners' visit to Vienna indicated an increasing concern for and involvement in adult education on the part of the normal educational system. Already, teachers of all types of school teach also in adult education courses and posts of professor or assistant professor have been created in the University of Vienna and other institutions at the post-secondary level. Nevertheless, promising as these developments are, the Examiners' impression is that the concept of an overall educational policy that covers both youth and adult education and clearly defines the roles and responsibilities of both on the basis of their complementarity, has not yet taken root. The fact that the part of the education budget reserved for the support of adult education is 0.3% confirms the impression that adult education does not rank high in the priority list. The Examiners believe that the time has come to initiate discussions on the full scope of the relationship between youth and adult education, between first and second educational opportunities. Both parts of the total system, each well developed and each meeting social and economic needs, would profit from greater clarity as to their respective roles and eventually from a comprehensive policy in which priorities were clearly defined.

VI

GENERAL CONCLUSIONS

From time to time in the course of the previous chapters, the Examiners have commented on the general characteristics of the Austrian educational system and they would like to conclude with some brief reflections on this subject. Perhaps it is because Austria is a small country with a powerful historical tradition and relative tranquillity in recent years that the system has such a distinctive character.

As was mentioned in Chapter I, the Austrian Republic is a federal State but unlike all the other OECD Member countries with this type of constitution, education is overwhelmingly a federal responsibility. The relationship between the federal and provincial elements is intricate and intimate, a subtle balance between authority and influence, between legislative responsibility and practical participation. Austria demonstrates the way in which a federally organised state can combine the advantages of local initiative, support and concern for regional differences with strong central resources and coordination. Altogether, the relationship is a formula for balance, tolerance and harmony which the Examiners found reassuring.

The Austrian school system is highly differentiated, particularly at the upper secondary level, with six recognized types of higher academic school, five different types of higher level vocational school, and nine different types of middle level vocational school, with special forms and further specializations within the types. The paradox however is that this apparently highly complex system has a simplicity and a basis in principle which obviates confusion, together with a clarity of regulative control which gives a sense of security. It is a highly structured but nevertheless natural system, certainly not attuned to the more radical thinking in European education, but reflecting a philosophy which accords with Austrian traditions.

It is consistent with this inherent traditionalism that the education system should be reactively geared to the society on which it depends. To the Austrians, education is not a notable agent of social change, but rather a means of meeting the needs or demands of society as expressed through an intricate range of sectors and constituencies. For instance, because numerus clausus is considered to be a violent interference with this process, it is ruled out as a policy alternative.

In the same way, the proper function of the State is not seen to include fixing the range of apprenticeships which are the sum of the wishes of a large number of employers; the aggregates are noted and educational provision is made accordingly. If demands vary, so must provision.

But it would be completely to misunderstand the situation to regard the government's policy as a purely negative reaction; the Austrian response is essentially constructive. As has been illustrated many times in the earlier chapters, Austria is a caring society; the concept of Betreuung, which has no exact counterpart in English or French, is strongly positive and this devotion to the interests of its pupils and students is the complement and perhaps above all, the justification for the reactive character of the Austrian educational provision.

Nor is it a static system, as the developments of the last fifteen years have shown. It is to be noted, however, that change is occasional and not constant, cautious and deliberate rather than emotional and extreme. The process of introducing change is lengthy and intricate; it incorporates complex procedures for initiation, consultation, experiment and evaluation, leading eventually to a legislative act which, characteristically enough, necessitates in any major educational matter a two-thirds majority in Parliament and therefore in effect a large measure of consensus between the political parties. The Experimental Programme with its wide range of pilot projects has precise limits laid down by legislation so as to ensure that it will remain within manageable proportions. Its thorough procedures for scientific evaluation is one aspect of the approach; the considerable number of advisory bodies, which ensure that the local authorities, employers' organisations and trade unions, as well as parents, teachers and pupils, the churches and other private bodies, all have the opportunity to make their contribution, is another. The whole process is detailed, deliberate, occasional and thorough, an assurance against sudden and violent change and a guarantee that the system will be seen to serve the needs of Austrian citizens, and will never get too far ahead of their values and aspirations.

For many a country with quite a different history and temper, such an approach would almost certainly be wholly unsuitable, stifling and frustrating; for Austria, it seems to be what is wanted by the vast majority of the population - clear, sensible, cautious, pragmatic and non-ideological. The Examiners, while having reservations on some particular points and offering suggestions for improvement, were deeply impressed.

VII

EXAMINERS' QUESTIONS TO THE AUSTRIAN AUTHORITIES

Section A
Policy Objectives

The Report of 1975, on which the review has been focussed, is very exhaustive and contains allusions to many policy commitments. The Examiners understand that to-day the two major policy objectives of the Federal Ministry of Education and Art are to ensure equal opportunities for all children, especially those living in sparsely populated areas, and to improve the technical education sector. With respect to the attainment of the first objective the Examiners would like to know what specific measures have already been adopted and whether any new measures are being considered. As regards technical education, Austria already appears to be in a strong position by comparison with other countries. What considerations led to the decision to give priority to reinforcing the provision of technical education?

Section B
Progress through the School System

In the provision of nursery schools both social and pedagogical factors are acknowledged to be important but there seems to be some uncertainty about their relative significance. What in the Austrian view is the major justification for pre-school provision?

At the end of the 4th grade, children are allocated to either the upper or the lower category for their subsequent lower secondary education. The Austrian authorities have recently substituted a process of selection by teachers for one by examination. What are the considered views as to the relative advantages and disadvantages of the two procedures?

The finality of selection at age 10 can in theory be mitigated by provision for transfer either between groupings within a school or between different types of school. Experience in most countries does

not suggest that the latter is in fact practicable. What is the Austrian experience and what further steps do they think they can take to improve mobility within the school system?

The Background Report indicates that the Austrian authorities attach importance to educational counselling for pupils and parents and have made some progress in establishing machinery for this purpose. How effective in their view are the steps already taken, e. g. the appointment and training of teacher-counsellors, and what further developments do they envisage?

The programme of pilot projects is an unusual technique which could be of interest to other Member countries. What is the philosophy underlying the programme and what are the procedures involved? Is it possible to say which of the projects have been or are likely to be successful, i. e. will be institutionalized.

Section C
From School to Work

Many countries have faced the problem of making adequate provision for young people in the last year of compulsory schooling, especially when it is an extra year imposed by the raising of the school leaving age. The polytechnischer Lehrgang is the Austrian attempt to make such provision relevant and stimulating but it appears to have encountered considerable difficulties. What are the Austrian conclusions about their experiences so far?

Despite the high opinion they have formed of the Austrian system of technical schools, the Examiners have a feeling of unease lest the high degree of differentiation between and within the schools prove to be a major handicap. Have the authorities given attention to this possibility and to the steps which might be needed?

There are indications that the relative absence of a non-university post-secondary sector, which has been a noticeable feature of the Austrian educational scene, no longer meets the needs of the Austrian economy. Is a new concept of policy in this sector being evolved?

Section D
Supply and Training of Teachers

The Austrian arrangements for the training, grading and paying of teachers are still hierarchical. Is this merely a relic of the past which is gradually being dismantled as opportunity permits or does it represent a coherent philosophy which distinguishes between different levels of education?

The training programmes for teachers appear to have been highly theoretical and to have little contact with the schools, but some steps appear to have been taken to provide during the training years a better balance between personal education, professional theory and practical teaching skills. What is the basic policy of the Austrian authorities in this matter?

The further education of serving teachers appears to be relatively highly developed in Austria but it is not clear a) how far attendance by teachers is purely voluntary or in their free time and b) what proportion of the teachers take advantage of the courses provided by the pedagogical institutes?

Statistical projections indicate that a serious problem of teacher unemployment could develop within the next few years. What are the implications of such a prospect for the schools and for national policy?

Section E
Development Areas

In their report the Examiners point out that a criticism of all day schools is raised on the grounds that they reduce the role of parents. What is the reaction of the Austrian authorities to this criticism? Are they in favour of encouraging the trend towards all day care in the schools?

The Federal Ministry of Education and Art is clearly sympathetic to the development of adult education. To this end, has the Ministry any plans for bringing the adult education sector, which is highly diversified, into a closer relationship with the formal education system?

Part Two

RECORD OF THE REVIEW MEETING

Paris, 1st February, 1978

INTRODUCTION

Mr. Embling, as Leader of the Examiners, gave a brief summary of the historical background of the Review, the third such undertaking by OECD Examiners in Austria. He himself had been involved throughout the process which had started with the visit of the Group on Educational Investment Planning to Vienna in 1964 for a general discussion of Austrian educational problems in the light of the extensive legislation of 1962. Out of these discussions, as part of the first round of OECD Countries Reviews, came the Austrian Background Report of 1966 and the first Confrontation Meeting, held in the OECD Committee of Scientific and Technical Personnel in November 1968. In 1970 the Austrian Federal Ministry of Education was divided into the Federal Ministry of Science and Research, with responsibility for the universities and pure and applied scientific research, and the Federal Ministry of Education and Art, responsible for nearly all the remaining fields of the education system as well as for many cultural institutions.

In the early 1970s, as part of the second round of Country Reviews, plans were discussed for intensive studies of specific educational problems in Austria. For this purpose, discussions with the Federal Ministries of Science and Research and of Education and Art were arranged in Vienna in November 1974, in which the educational responsibilities of the Federal Ministry of Education and Art could, however, not be fully treated. So the review proceeded only with that part of the project which came within the ambit of the Federal Ministry of Science and Research. Hence the second Austrian Background Report - Higher Education and Research in Austria - and the Review Meeting which took place in the OECD Education Committee in July 1975. At the same time, the Federal Ministry of Education and Art was proceeding with the preparations for the review of its work and submitted the third Austrian Background Report - "Report on Education 1975". It was this report, circulated to the members of the Education Committee in November 1976, which was the basis of the current review. For some time it was not clear whether a final Austrian Review could be fitted into the Education Committee's heavy programme. In July 1977 the difficulties were removed; it was agreed that a further discussion between Examiners and Austrian representatives should be held in Vienna and that an Examiners' Report should be available for the

Committee's meeting, then scheduled for November 1977. Despite the very restricted schedule, this was done. Mr. Noah and Mr. Kallen agreed at very short notice to take part in the review, the meeting in Vienna took place in September 1977 and the Examiners' Report was produced on time.

Mr. Embling said that, because of the pressure of time and resources, some interesting aspects of the Austrian educational scene could not be properly explored or dealt with in the Examiners Report but he felt that there was ample material of direct interest to the members of the Committee to make possible a lively and stimulating discussion.

Mr. Leo Leitner, as leader of the Austrian delegation, conveyed to the Committee the greetings of his Minister and his regrets that parliamentary duties made it impossible for himself to be present. The Minister had officially informed his ministerial colleagues of the OECD Examination and made clear to them his recognition of the significance of the Examiners' Report which he would take fully into account in future policy formulation. The Minister had specifically authorized him to comment on the Examiners' Report and to answer questions. He and Mr. John, Head of the Technical Education Section of the Ministry, would between them be able to deal with the educational responsibilities of the Federal Ministry of Education and Art, while for those parts such as upper secondary schools and the training of teachers which interacted with the universities they would have the assistance of Mr. Höllinger of the Federal Ministry of Science and Research.

Mr. Leitner expressed the Austrian appreciation of the work of the Examiners whose constructive comments were and would be of great value in current and future discussions.

I

PRIORITIES

Mr. Noah in presenting the first set of questions posed by the Examiners (Chapter VII, Section A of their Report) reminded the Committee of some of the outstanding characteristics of the society within which Austrian educational policy was formulated. It was a federal system, but with a distribution of authority quite unlike that in any other OECD Member country with a federal constitution. Prime responsibility for policy rested with the central government but the provinces had a major share in physical provision and executive administration. A delicate balance was achieved between firm central control and respect for regional and local discretion. Secondly, there was great sensitivity to the differing needs of various areas and sectors of the population; while embracing reform and change, Austrian policy had rejected a mass undifferentiated approach leading to uniformity. There were different curricula for different groups in different schools and yet an organisational clarity based on a set of principles. Thirdly, there was balance and compromise between the satisfaction of society's material needs for trained and educated young people on the one hand and the imperatives of a clearly defined body of knowledge on the other. Fourthly, while there was a commitment to make education responsive to broad social demands, this did not involve the abandonment of children to mass social ideals. Austrian policy exemplified a caring view of the duty of the State towards the individual child, a view which is caught well by the word Betreuung. Because of these various qualities there was a sense of deliberateness and a lack of impetuosity which sometimes gave the impression that the process of change was excessively delayed, a view shared to some extent by the Examiners, for instance, in connection with arrangements for transfer from primary to lower secondary schools. There was on the other hand an admirable sense of certainty and a steady push toward an improvement of the system.

It was against this background that Mr. Noah posed the two general questions in Section A, Chapter VII of the Examiners' Report and invited the Austrian Delegation to comment on:

- the emphasis given to the decision to equalize educational opportunity between different parts of the country, a goal which was apparently given priority over the achievement of equality between social groups;

- recent and proposed developments in vocational education, an area which the Examiners felt would be of very great interest to other Member countries.

Mr. John in reply said that in considering measures to achieve equality of opportunity, there were two important constraints which had to be borne in mind, first to create a modern system of education and secondly the effects of present rising enrolments and later of a falling birthrate. As had already been mentioned, there was in Austria an elaborate process of consultation as a basis for analysis and prognosis and for the proposal of possible solutions. There were a number of measures to improve equality of opportunity which could be initiated at the centre, such as the provision of information and counselling services for pupils and parents, maintenance grants and the provision of school books. But an essential part of the responsibility rested on the local school authorities, particularly in the provision of buildings and equipment. However, decisions on such provision depended heavily on forecasts of the school population which would dictate the balance between different types of school - for instance the ratio of 1:1:1 between academic secondary schools, middle level vocational schools and higher level vocational schools. There had been many investigations in recent years, for instance into the number of entrants into university or the needs of industry for middle level personnel. The resulting figures and the policies based on them could never be final; they needed constant revision to avoid rigidity. Mr. John believed, however, that the bases currently used by the Ministry were realistic and sufficiently flexible to cope with short-term fluctuations.

Mr. John added that substantial measures were taken to improve educational facilities in rural areas and he mentioned in particular the arrangements under which in a particular centre several types of educational provision - academic courses, trade courses and technical courses according to the needs of the area - could be provided on a common basis but separately administered. This arrangement, in areas where entirely separate schools would not be justified, gave the pupils an area of choice and facilitated correction of the choice if it proved to be necessary.

Mr. Leitner stressed the significance in Austria of the wide range of choice in types of course which was provided wherever possible and also the efforts made to give information and counselling to parents and pupils so that the optimum use could be made of that choice. He admitted that the falling birthrates leading to lower school populations brought additional problems in the rural areas. Consideration was being given to the possibility of lowering the minimum criteria so as to be able to retain some local schools, and at the secondary level boarding provision was being increased so as to maintain if not improve equality of opportunity.

Mr. Höllinger informed the Committee of one development initiated by the Federal Ministry for Science and Research which had greater democratization as its objective; new courses were being launched in specific subject areas which would enable people over the age of 24 without the leaving certificate of a higher level upper secondary scheme to qualify for entry to the university.

In the course of the ensuing discussion, members of the Committee directed a large number of questions to the Austrian Delegation about general educational policies. The representative of Australia asked for further information about Austrian policy on pre-school education, a matter to which the authorities in his own country had been giving great attention, including multi-media approaches through the parents. He also expressed strong interest in the problems of rural areas, particularly the "irreducible minimum" of children in upper classes in primary schools (Volksschulen) to which the Examiners had referred and the extent to which boarding facilities were provided.

On pre-school education, Mr. Leitner said that by law responsibility rested with the provinces and not with the central government but it would be wrong to say that the Ministry was not interested; on the contrary there was an important link between the nursery schools and the earlier years of the primary school. The important factor was not this division of responsibility but the belief in Austria that responsibility at this stage rested primarily with the parents; hence the efforts made to help parents carry out this responsibility. The measures taken included the use of TV and radio, of which the much acclaimed programme 'Spiel: Baustein des Lebens' was an outstanding example.

On the upper sections of primary schools which still existed in some remote areas, Mr. Leitner said that it had not been easy to close them. In a few regions, particularly in the provinces of Tyrol and Vorarlberg, there had at first been strong resistance to the removal of children over 10 from the villages. But the policy of concentration by the building of the lower secondary schools, the Hauptschulen, had been educationally justified and was now almost complete. There were however still some 1,400 children in upper divisions of primary schools and efforts had been made to improve the facilities available to them, for instance by the appointment of visiting specialist teachers, by block teaching and by extending the curriculum to include a foreign language. Theoretically these pupils had the right to go on to an upper secondary school, but it must be admitted that, if only because of the shortage of places in vocational schools, they were at a disadvantage in this respect.

The representative of the United Kingdom said that the question of curriculum change was of particular concern in his country at the moment, in relation both to the need for greater uniformity and the issue as to where control should lie. He asked about Austrian

experience; how much curriculum variation was there? at what level were decisions taken and what part did parents and teachers play in curriculum reform? Mr. Leitner said in reply that these were not easy questions to deal with briefly for the subject was wide-ranging and complex. The formal situation was that curricula were national, prescribed by the central government; the provinces had some discretion for instance on emphasis or the allocation of hours but their powers were quite unlike those of the Swiss cantons. Much more important, however, than the formal division of power was the fact that new curricula were evolved by a complex process of consultation in which all the relevant interests had a share. Teachers in the individual school also had some discretion, not only as to teaching method and choice of books, but also as to content. Here, too, what was more relevant was that working parties of teachers, and also of parents, had the right to consider curricula and to make proposals. The fact remained, however, that any substantial change must have the approval of the Ministry. In reply to a further question from the representative of the Federal Republic of Germany as to whether at the national level the responsibility for fixing the curricula lay with Parliament by a law or with the Executive through an Order, Mr. John explained that though Parliament determined the overall objectives, the curricula were prescribed through Executive Orders made by the Minister.

The representative of Sweden, referring to the priority given by the Austrians to technical education, asked whether this also implied changes in the curriculum of the lower secondary school; experience in Sweden had shown that girls in particular were often not prepared for technical studies. Mr. Leitner, in order to avoid misunderstanding, pointed out that in Austria priority is given to vocational (berufsbildende) education, of which technical education was only one part, side by side with commercial, social, tourist and agriculture curricula. He explained, however, that even in the primary school, both in play and in work, one of the considerations was the preparation of children to cope with technical problems and the contemporary question was whether at this stage any distinction should be made between the sexes (to which the prevailing answer was negative). In the lower secondary schools, this preparation was continued and was reinforced by practical subjects from the age of twelve, by the availability of optional subjects and by the provision of career information.

The representative of Sweden expressed his strong interest also in the new arrangements which Mr. Höllinger had mentioned for improving access by adult students to university study and sought further information as to the rationale and the objectives of the programme. Mr. Höllinger explained that it was intended to provide an opportunity for the specially motivated or the specially gifted who had missed the normal secondary school preparation. What had been arranged so far,

for a five-year trial period, were preparatory courses oriented towards a particular study or group of studies.

The representatives of the Federal Republic of Germany noted the importance attached by the Examiners in their Report and in the opening remarks of Mr. Noah to the wide variety of provision in the Austrian system and asked the Delegation if they would explain why the decision had been maintained to go for separate schools. Mr. Leitner replied that the differentiation, though real, should not be exaggerated. Within the group of upper secondary schools, there were very considerable common elements, particularly in what might be called the general cultural subjects. He recalled that within the "integrated" systems in Sweden or North Rhine-Westphalia, there was considerable differentiation. In Austria, the curricula of the different kinds of vocational school were adapted to the needs of the particular trade or industry but as a whole the system had a broad common basis, the differentiated part amounting to perhaps 40% or even as little as 20% of the total curriculum. Fundamentally, the arrangement for a differentiated system was not a political issue: the legislation of 1962 had had as its basis the avoidance of uniformity and recognition of the needs of a pluralistic society.

II

PROGRESS THROUGH SCHOOL

In introducing the Examiners' questions relating to the school system (Chapter VII, Section B of their Report), Mr. Kallen referred in particular to two elements - pre-school education and selection at the end of the 4th grade.

Austria, he said, had a great tradition in the field of early childhood education but this sector appeared now to be somewhat isolated from developments elsewhere. What was even more noticeable was that the attitude of the authorities to nursery education seemed to be ambivalent. It was true, as Mr. Leitner had already said, that the federal authorities were not the providers of nursery schools, but had they not some responsibility in this sector to improve equality of opportunity? Social concern for the children appeared to be paramount, but it was disturbing to find that because of the easing of demographic pressure on the primary schools, there was less willingness to defer the entry of children who, though of compulsory school age, were not ready for full-time attendance. There were positive advantages for the child in such deferment, advantages which would now be lost. He invited the Austrian Delegation to make clear their policy with regard to nursery education and particularly to the five-year-old age groups.

On the subject of the transfer of pupils at the end of the primary cycle, Mr. Kallen said that the pilot experiments launched by the Austrian authorities suggested that they themselves had doubts about the present arrangements for selection, but the strategy of innovation which lay behind the pilot projects for the comprehensive school was by no means clear. With the involvement of 107 schools, the word "experiment" appeared hardly to be appropriate. Why had the investigation not been confined to ten or twenty schools which could have been properly monitored? There was by law a 10% limit on the number of schools which could be involved; if it were not for this, the number might gradually be extended until the new pattern was the norm. What was the thinking of the Austrian authorities on this matter? Secondly, Mr. Kallen said, he would be glad of information as to the follow up and evaluation of progress so far. Thirdly, there was the position of the allgemeinbildende höhere Schulen, the AHS. Of the 107 schools being tried out as "integrated" comprehensive schools, only one was an AHS. There was the uneasy feeling that this meant that the

AHS were to remain separate from the so-called "comprehensive" schools. Such an exclusion might be tolerable if only 7 or 8% were in these schools but a proportion equal to 22% in the country as a whole (and more than 50% in some parts of Vienna) represented a degree of creaming off which would have disastrous consequences for the objectives of the comprehensive schools. He invited the comments of the Austrian Delegation.

Mr. Leitner, in reply, agreed that the two sectors mentioned by Mr. Kallen, were of particular importance in the complex of questions raised by the Examiners. He too was unsure as to whether a clear judgement could be made, even taking into account European experience outside Austria, as to the organisational forms which were appropriate at the pre-school stage; he was conscious for instance, that both the OECD and the German Federal Education Minister, Herr Rohde, had expressed doubts. In Vienna, medical, psychological and psychiatric experts had reservations about an downward extension of compulsory attendance and in 1970 the decision was taken not to move in this direction. There was the provision under which children whose sixth birthday fell before the end of the calendar year could be admitted at the beginning of the school year in September and the possibility was being discussed of the early admission of very bright children. This, however, was a question of concern for the individual child and did not involve school organisation as such.

Mr. Leitner said that it was being recognized more and more that the last year of nursery school could be a useful preparation for compulsory education provided the primary school teachers took proper account of it. It was true, as Mr. Kallen had said, that the number of delayed entrants to primary school was likely to fall but Mr. Leitner was not convinced that the postponement of entry was necessarily the best course for the child. There should be more investigations into the best way of treating children who were not as far advanced in their development and in this connection it was relevant to mention that in 1974 it had been decided that grades 1 and 2 in the primary school should be treated as one unit with internal flexibility.

Turning to the second issue mentioned by Mr. Kallen, selection at the end of the primary school, Mr. Leitner said that though teachers had now lost to medical and psychological experts the power over the decision governing entry into the primary school, the decision as to the destination of children leaving primary school, in terms of type of school and level of work (stream 1 or 2), still rested with them. The question was whether this arrangement was justified. The criterion used was, in effect, poor achievement - in the mother tongue or mathematics; pedagogically, this was no longer acceptable for there was no justification for ignoring strengths in other subjects.

It might be argued, though somewhat naively, that Austria was one of the first countries to experiment with comprehensive schools, through the work of Otto Glöckl in 1919-1920 and the Vienna experiments of the 1920s. In general, these experiments had however proved to be more of a hindrance than a help; simply because they were mainly in Vienna, they were unattractive to the rest of the country. Relations between the capital city and the other regions had improved since then, but it was not surprising that the comprehensive school was still a subject for confrontation and controversy between the Austrian Socialist Party and the more conservative opposition parties. Though there was no substantial pedagogical conflict about the comprehensive school, the political and organisational difficulties remained; there was at present little chance of the law being changed to accord with what was pedagogically desirable. What was happening was that the arrangement for sorting into academic streams was being replaced in the comprehensive schools by a combination of homogeneous achievement groups and heterogeneous [illegible]r groups. Evaluation so far had shown substantial positive results. The contention of teachers in the AHS that heterogeneous groups could not achieve results comparable to those of streaming could no longer be justified; the top achievement groups in the comprehensive school matched the level of the AHS.

It was true, as Mr. Kallen had said, that the comprehensive school in Austria could not rightly be referred to as an experiment; it was rather a model to which other schools would adapt at varying speeds, a particular effort being made in relation to the larger Hauptschulen which took a high percentage of the children in a particular area. As far as could at present be foreseen, the AHS would remain. In reply to an earlier question from the representative of Italy, Mr. Leitner agreed that selection at age 10 was not justified but it was fixed by law and, given the Austrian constitutional and parliamentary arrangements, the process of change was long and wearisome.

As a result of this clear and decisive statement of the Austrian position, and also because of the inherent importance of the subject to most Member countries, there was very active and lively participation by members of the Committee in the ensuing discussion. Not surprisingly the question of selection at age 10 at the point of transfer from primary to secondary school aroused particular interest, with interventions by the representatives of Italy, the Federal Republic of Germany, France, the United States, the Netherlands and Norway. Some doubts were expressed and questions asked on particular aspects, whether classification on the basis of achievement was justified (Italy), whether the transition from the class teacher to the subject teacher brought psychological stress for the pupils (United States), whether adequate provision was made to ensure regard for the future as distinct from the present needs of pupils through transfer arrangements (France), whether there was evidence from Austria which corroborated

studies elsewhere showing that teachers' judgements were influenced by the social background of the pupils (Switzerland), and to what extent the selection of pupils for secondary education reflected the wishes of parents (Norway).

In a series of replies to these interventions, Mr. Leitner amplified some of the remarks made in his earlier statement. He reiterated his view that the streaming of pupils at age 10 was no longer justified; under the present Austrian arrangements there was very little chance of pupils moving from the lower stream of the junior secondary school to the upper stream where academic standards were higher, hence the preference for setting arrangements as in the comprehensive school. As to the transition from the class to the subject teacher, he was sceptical as to whether any teacher could be competent in all subjects and was doubtful therefore whether the class teacher would survive. Experiments were being made with a two-teacher system whereby in any particular class the mathematically-based subjects were taught by one teacher and the literary-based subjects by another. It had not been possible to try this out on a large scale or to show whether an adequate level of co-operation between the two teachers was attainable.

As to the respective roles of parents and teachers in the selection process, Mr. Leitner said that within the upper stream classification, it was for the parents to choose whether the child should attend an AHS or a Hauptschule. He remarked that partly because of the experience with the comprehensive school, the Hauptschule now enjoyed a better image and appeared to offer a better preparation for the future. As for the teachers, he admitted that two quite separate studies in 1970 and in 1977 had each shown that there had been no great change in attitudes. There were still preconceptions about the respective abilities and interests of the children of academics on the one hand and of farmers on the other; it was necessary to find a way of changing these attitudes.

During further very extensive discussion, a number of questions were raised on other aspects of the school system. The representative of Spain asked Mr. Leitner if he would amplify his very interesting suggestion of linkages between the last year of nursery school and the early stages in primary school. In reply Mr. Leitner said that in his view the three years covering the child's fifth to seventh years should be regarded as a coherent period of gradual development, the first retaining voluntary attendance in the nursery school. This concept raised the intricate question of linkages between the two types of school and of the transfer of pedagogical ideas and techniques from the one to the other - which in turn had implications for the training of Volksschule teachers on the one hand and of nursery school teachers and assistants on the other.

The representative of Spain also raised the question of the respective positions of the academic and the vocational upper secondary schools in

relation to university access, especially in view of the existence of two ministries (a factor which had earlier been mentioned by the representative of Denmark). The Austrian Delegation did not accept that in this respect the existence of two ministries was a major factor; both departments were subject to general government directives and decisions and co-operation between them, for instance in relation to movement from school to university, was close. As between the academic (AHS) and vocational (BHS) upper secondary schools there was equality in regard to university entry. It was true and understandable that 80% of the entrants came from the AHS and that only 25% of the BHS Maturanten went to the university rather than into industry or commerce.

Another part of the discussion, initiated by the representative of Yugoslavia, related to educational innovation - in organisation, teaching methods and curricula. This gave Mr. Leitner the opportunity to inform the Committee more fully about the Experimental Programme under which innovatory projects were being tried out at all levels and in respect of many different facets of the educational system. Innovation, in Mr. Leitner's view, was a continuing task of the education authorities; some of the experiments for instance in relation to the organisation of schools specializing in sport or music had already been incorporated as a regular part of the system; in other areas of experimentation - in the Hauptschulen, in the vocational schools and in relation to the education of the handicapped - it was too early to arrive at conclusive decisions. In the area of teaching techniques much was being attempted, to some extent, for instance, drawing on British primary school experience in relation to team teaching and project work. In the field of audio-visual education and active pupil participation in experimental work in science laboratories, new approaches were being tried. Reference has already been made to curriculum.

Another question from the representative of Yugoslavia enabled Mr. Leitner to emphasize the importance which the Austrian authorities attached to the need for counselling as the corollary of the range of choice open to parents and pupils. There were two distinct aspects, first, information as to the available possibilities and secondly, counselling techniques. Mr. Leitner acknowledged that the Examiners' comment about the difficulties of teachers in exercising an unfamiliar counselling role was justified but said that the Austrian view was that a permanent source of information and advice within the school was preferable to occasional, even if technically more expert, guidance from outside.

Finally, a more general philosophical question was raised by the representative of Norway. He sought information as to the long-term vision and objectives of the Austrian educational authorities; what concept did they have of what the education system should be in the

year 2000 ? - structurally much as now, or in some way essentially different ? Mr. Leitner did not feel disposed to respond directly to this challenge. He agreed that one must not lose sight of longer-term objectives in making day-to-day decisions but experience showed that in longer-term planning, the relevant date, such as the Norwegian delegate's year 2000, and therefore the likely objectives, moved steadily forward. Austria did not believe in the value of such longer term generalities but attached importance, more pragmatically, to limited objectives. At the moment she had primarily in mind the improvement of the Hauptschulen, of pre-school education and the primary school.

III

FROM SCHOOL TO WORK

Mr. Embling introduced the questions in Chapter VII, Section C of the Examiners' Report. He reminded the Committee that in Austria, links between the educational system and employment were at four levels; first, the pre-vocational year known as the polytechnischer Lehrgang, second, the part-time apprentice schools, third, the range of middle and higher level full-time vocational schools and fourth, the post-secondary non-university sector.

In the Examiners' view, the polytechnischer Lehrgang which was a final year of compulsory education for all pupils who did not attend a full-time academic or vocational school, was of particular interest. A number of countries, particularly those which had extended the period of compulsory education, had tried to make the last year at school interesting and purposeful but their efforts had not met with great success. The Austrian authorities had explicitly tried to make this ninth year a real introduction to employment by including relevant subjects in the curriculum, by information about jobs, by visits to industrial and commercial establishments and by some actual working experience. There had been considerable initial difficulties but these were being overcome. The employers' associations were enthusiastic, the teachers apparently less so and it was only on this last point that the Examiners were somewhat critical.

Of the apprentice schools, Mr. Embling thought it was necessary to say little, for the dual system was familiar practice in a number of Member countries and the Austrian provision, though interesting - for instance, in the trend towards block release - raised no major issues.

Of the wide range of vocational schools, described at some length in the Background Report, the Austrian authorities were immensely proud, and in the Examiners' view, rightly so. they were indeed, as Mr. Noah had already said, "the jewel in the Austrian crown". They offered specific career advantages to their pupils and those pupils who successfully completed the five-year course at the upper level schools, not only had the right to enter university studies on precisely the same basis as the Maturanten from the AHS, but had indeed specific qualifications for employment; for instance as high grade technicians. No other secondary schools in Western Europe bestowed equivalent privileges.

It was true that the curriculum was heavy, with more than 40 hours per week in some cases, but this seemed to cause no particular problems for parents or pupils. The only serious doubt which the Examiners had was whether the specialization of courses had been carried too far and might restrict the flexibility and mobility which were needed in a rapidly changing economic system.

The non-university post-secondary sector, other than the teacher training colleges, was a relatively new development, beginning apparently to fill what had appeared to previous Examiners to be a gap between the secondary school-leaver and the traditional university graduate. Now, in some types of engineering, in social work and in the para-medical field, new courses and new institutions were appearing, a development which seemed to the Examiners to be highly significant.

Mr. Embling concluded his remarks by emphasizing that though in Section C the Examiners posed three critical comments for discussion, they were enthusiastic in their commendation of the Austrian system of vocational education, which deserved much more detailed study than was possible on this occasion.

Mr. John, in reply, expressed his appreciation of the Examiners' objective treatment of this sector of the Austrian educational system and his thanks for the favourable verdict. The doubts which had been mentioned had arisen in the course of Austrian planning and would be borne in mind.

He himself would say little about the first level mentioned by Mr. Embling, the polytechnischer Lehrgang, which was not within his own field of responsibility. It was primarily an orientation and information stage with the task of preparing young people for entry into working life; it was important to remember however than on completing the course the pupils were not left in a vacuum; most of them proceeded to some form of training.

The second level, the apprentice schools involving one day per week or eight weeks a year for nearly 180,000 apprentices, functioned very well. Co-operation between the educational and industrial sides was good. There were some strains because there were always new tasks imposed on the schools to meet new social and industrial needs; one problem was that the time available to the school could only be increased by reducing the amount of practical experience gained on the job. So far, all pupils who had wished for a training place had gained one, so those without training were in that position primarily because they lacked motivation. This was a matter for concern for there was a small number of pupils completing their compulsory schooling who took up no training programme and entered employment as unskilled workers; they were a problem, not only in Austria, for they were particularly vulnerable at a time of economic recession.

On the third level, the full-time vocational schools, Mr. John said that the doubts of the Examiners about the high degree of differentiation were justified if one looked purely at the system. Earlier in the meeting he had mentioned regional variations on the curricula; the more courses responded to specific local needs, the more vulnerable the graduates were to unfavourable industrial developments. It had to be remembered however that 85% of the pupils at the higher level schools for industrial occupations were in six basic branches and the numerous specialist branches enrolled in total only the remaining 15%. There was a trend towards a reduction in the number of these - the course for atomic energy technicians, for instance, had been discontinued. In the commercial schools in any case there was little specialization.

Finally, on the post-secondary sector, Mr. John said that the Kollegs (a name chosen to avoid confusion with other institutions within Austria) had been in existence for five or six years. They were intended to provide a technician's qualification for graduates from other upper secondary schools; most of the students came from the AHS and were Maturanten who wanted a vocational qualification without going through the long and risky university course. There were indeed a few students who had "dropped out" of university. As to volume, there were some 300 graduates of the technical Kollegs compared with an output of about 3,000 Maturanten from the higher level technical schools. A final judgement on the success of the Kollegs was not yet possible but Mr. John had no doubt that, with or without modification, they would continue.

A propos of the Kollegs, Mr. Höllinger informed the Committee that the 1975 Examiners' Report on the universities had recommended more differentiation in post-secondary courses in Austria on the grounds that a mere increase in the normal university courses would not meet the needs of industry or the interests of the much larger student body. It was true that the number of jobs hitherto regarded as appropriate to graduates would not increase in proportion to the output of the universities; so short or divided courses might well be desirable. Experience with the few short courses which existed, in technology and languages had, however, not been encouraging; success rates were low and transfers to long courses frequent. Short courses were therefore unlikely to develop in universities except as post-graduate studies or as up-dating for those in employment. The Kollegs might be the answer.

In reply to the Examiners' comment on the teachers' attitude to the polytechnischer Lehrgang, Mr. Leitner said that the initial reluctance of the teachers was understandable. The courses were at first not welcomed in any quarter, teacher training for the course was only part-time and the number of pupils proved to be well below

the 40% of the age group originally expected, which meant that there were considerable structural problems in establishing the courses. It was now possible to make the prospects for teachers much more attractive.

On the post-secondary sector Mr. Leitner was sceptical. He was not convinced that, in view of the particular Austrian version of upper secondary schools, with direct preparation for employment, any considerable number of new forms of post-secondary institution was necessary. The Pedagogical Academies and some institutions in the social services field already existed.

In the general discussion which followed the most critical comment came from the representative of Italy and referred to the polytechnischer Lehrgang. He pointed out that the Austrian situation was peculiar in that the end of compulsory education did not coincide with the normal cycle. It was difficult to see the reason for this; would it not be better to have this course as the fifth grade of a lower secondary school? To this Mr. Leitner replied that the polytechnischer Lehrgang was indeed an historical compromise, designed both to meet the 1962 decision to extend compulsory education by one year and to improve the transition from school to work. There was also the problem of the pupils in the lower secondary schools who failed to make the grade and had to repeat a year; there were few of them in comprehensive schools but in other secondary schools they could represent six to seven per cent of the age group. For them a year's preparation for work was more important than achieving the normal grade 8. A mere extension of school time was therefore no solution; it had to be a course which was pedagogically new. At first there were considerable organisational difficulties but some authorities had tackled the problems with great seriousness and the results were encouraging. Only between 10 and 11% now entered employment without further training. The difficulties had in fact to some extent transferred to the apprentice schools, to which most of the polytechnischer Lehrgang pupils went, because of the greater heterogeneity in the entry.

Strong support for the Austrian policy was expressed by the representative of Denmark; he felt the experiment was well worth while in that it made it possible to catch some young people who would otherwise drop out from education.

The representative of Switzerland asked about attitudes towards day release in Austria; in his own country a new law on industrial training was under discussion, which prescribed a minimum of one day per week (or its equivalent) attendance at school to be assured to apprentices. This was a matter of acute controversy; some people, including the trade unions, thought the minimum too low and there were threats of a referendum on the subject. Was it true that in Austria there was general agreement on one day per week? Mr. John replied that under Austrian

law one day per week was indeed the prescribed minimum but a higher allowance had recently been made possible in certain circumstances. As to attitudes, it was generally true that the trade unions and particularly the youngest members were in favour of an increase, while the employers were on the whole opposed; discussions were proceeding, but as yet the regulation had remained unchanged.

There were questions, too, about the relationship between the upper level vocational schools and access to the university. In some countries there was great pressure on university places with regulations restricting admission (numerus clausus) either in force or threatened. The Swiss representative asked whether the Austrian arrangements for dual access through two different Matura - from the academic and the vocational schools respectively - made the situation even more complicated and the pressures on the university even greater. Both Mr. John and Mr. Höllinger rejected this; they did not regard the vocational school leaving certificate as in any sense a second line of access; it was in every sense comparable to the Matura of the academic schools, even though a much smaller percentage of the vocational school leavers made use of their right to go to university. The attitude of the universities in this matter was very positive and Mr. Höllinger added that the only restriction on university entry for Austrian nationals related to the students without the Matura to whom he had referred earlier, where there was at the moment a limit of three per cent of the total entry.

The representative of Greece informed the Committee that the authorities in his country were experimenting with a new vocational secondary school which, like the Austrian schools, would give right of access to the university, as well as to employment. It followed that the curriculum of the school should provide some preparation for academic studies, in addition to vocational education: in Greece they had in mind the use of elective subjects and he asked what provision was made in the Austrian schools. Mr. John explained that all the normal academic subjects were included in the curriculum of the higher level vocational schools and were fully accepted by the universities. It was true that there were some restrictions on the university courses which the Vocational School Maturanten could freely choose; for instance, because they did not study Latin, which was a required subject for some courses in the universities, but similar restrictions, in relation to Latin or to Solid Geometry, applied also to Maturanten of the academic schools. Mr. John added that it must not be forgotten that the higher level vocational school courses lasted five years, as compared with the four years of the academic school.

IV

SUPPLY AND TRAINING OF TEACHERS

Owing to the pressure of time, Mr. Noah was able to make only a few brief remarks to introduce the questions in Section D, Chapter VII of the Examiners' Report. He said that it was generally accepted that the quality of the teaching force was an important factor in any educational provision and that the training received by teachers was therefore highly relevant. In Austria the training of teachers for the Gymnasium and for academic subjects in other upper secondary schools was in the hands of the universities and was very traditional, subject-orientated with inadequate pedagogical contact and little practice in teaching. Training arrangements for other teachers had experienced great change through the establishment and the achievements of the Pedagogical Academies; some elements remained of the old arrangements but the Examiners assumed that these too would be progressively phased out over the next few years.

On the teaching force there were two comments, one on structure and the other on quantitative aspects. As to structure, he would say only briefly that the teaching profession in Austria appeared to be extremely hierarchical with rather rigid barriers between the sectors. These divisions were reinforced rather than ameliorated by the structure of teacher training, which was also strongly differentiated. On the quantitative side, there were, as in other countries, problems associated with lower school enrolments but on the other hand a welcome rise in the ratio of teachers to pupils. One comment which the Examiners would like to make was that it was possible to consider using the opportunity provided by declining pupil enrolment to release teachers for in-service training, guided observation of alternative modes of teaching and, perhaps, further strengthening of the counselling and guidance system.

Because of the pressure of time Mr. Noah summed up the four questions posed by the Examiners by inviting the Austrian Delegation to comment on what they saw as the major developments in teacher training policy in the near future.

In reply Mr. Leitner confined himself to two points. First he said that it was also the view of the Ministry that, as Mr. Noah had said, the Examiners assumed those remaining elements of the training of teachers which were still in the secondary sector would disappear in the

foreseeable future. Thus, all teacher training would be equivalent to that carried out at the Pedagogical Academies or - for a transitional period - at least at higher level schools of the upper secondary sector.

His major point, however, was that the chief problem was not structure, or questions of institution or status, but the achievement of a better combination of theory and practice and, not least, the question of practical teaching experience during the training course. It was striking that whereas the primary school teacher had some practical training, the teacher in the AHS did not. The legal basis for such training existed and discussions were in train with the universities and with the teachers' organisations but with no concrete results as yet. In the Ministry's view the minimum which was desirable was that the second part of the university course should be clearly orientated towards professional training and that the commitment to teaching should not be left to the final examination. This would mean that the course would deal with the professional aspects of the academic subjects, with pedagogical and psychological studies, as well as with the practical aspects of teaching and the problems of different kind of schools. By these means the professional training of AHS teachers, and above all the linking of theory and practice, could be substantially improved.

V

CONCLUSION

In his concluding remarks the Chairman of the Education Committee said that the review meeting had been a model of how discussions should flow. What had been particularly notable was the active participation by the members of the Committee, the degree of which surpassed all expectations and indeed had played havoc with the timetable as planned. The unfortunate aspect of this was that the fourth set of questions posed by the Examiners, dealing with the supply and training of teachers, had received very inadequate treatment, while the fifth group, dealing with day-care and adult education, had had to be abandoned altogether. This was certainly a loss, but it was more than compensated by the depth and width of lively and stimulating discussions on the many issues arising in the primary and secondary schools and the general background of policy-making in Austria.

Part Three

REPORT ON EDUCATION 1975

SUMMARY

1

INTRODUCTION

1. 1 This Report* describes the main sectors of the Austrian education system in the mid-seventies. Both the statistics and the descriptive matter refer to the school year 1973/74 but indications are given of recent decisions, some of which still have to take effect, and of possible lines of future development.

1. 2 Decision-making is in the hands of the Federal Parliament on the initiative of the Federal Government and primarily of two ministries, the Federal Ministry of Science and Research (for the universities) and the Federal Ministry of Education and Art (for the remainder, though some other ministries also have educational responsibilities in their own fields). The Parliaments and Governments in the Provinces are responsible for Nursery Education and, to some extent, for implementation and financing in relation to some other types of schools but administration and inspection are carried out by Boards which, though based on the Provinces and Districts, are responsible to the Federal Government. The schools themselves have some responsibilities and there are many interests with the right to be consulted as well as a number of advisory bodies.

1. 3 The present system depends primarily on the Austrian Constitutional Act of 1962 which defined the powers of the federal and provincial authorities, the distinction between public and private schools and the composition and function of the Provincial School Boards. From this constitutional document depend a large number of educational Acts passed in 1962 - on School Inspection, Compulsory Schooling, Private Schools, School Organisation and, as amendments to earlier Acts, on Religious Instruction and School Maintenance. Later Acts have dealt with School Periods, Agricultural Education, Nursing Education, Study Promotion, Grants to Pupils, Free School Journeys, Free Text Books, Apprenticeships, School Instruction, Adult Education, Rights, Duties and Remuneration of Teachers, as well as some laws on university studies which have direct relevance for the schools.

* The numbering of the paragraphs in this summary are identical with those in the full report.

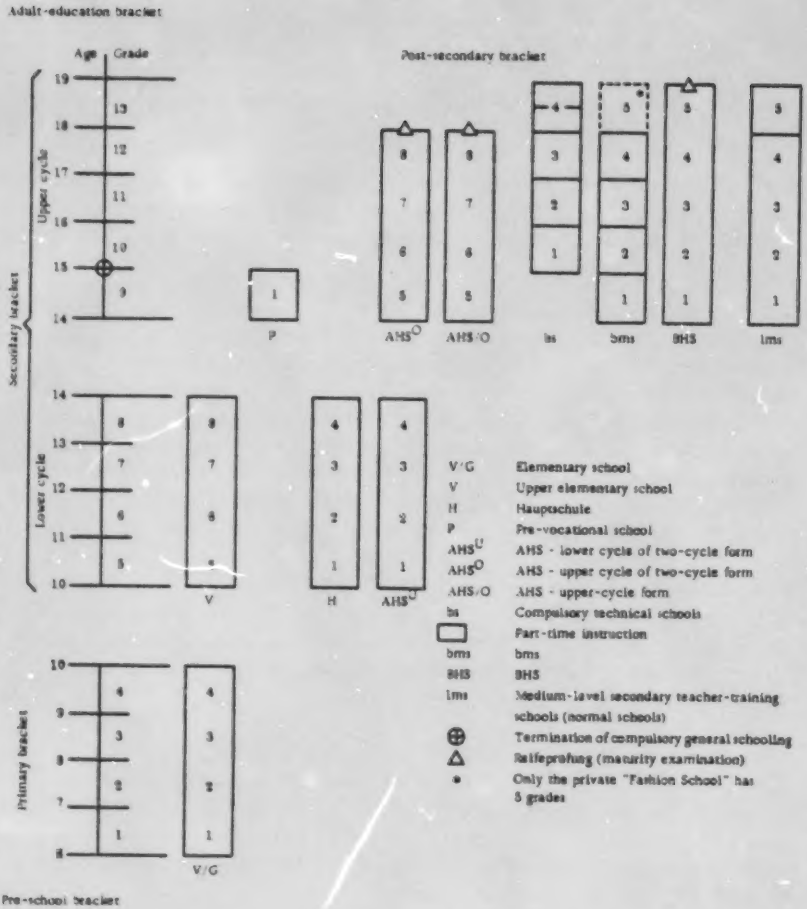
1.4 Leaving aside the kindergartens, schools are categorized according to their content - academic, technical, teaching - and according to their level - primary and lower secondary, upper secondary (middle and higher) and post-secondary. These categories include schools of many types and these in turn may contain different specialized divisions. Schools may be in the normal form for children or in special forms with entry arrangements related to earlier schooling or experience or age. Further details are given in later sections.

Compulsory education was extended in 1962 from eight to nine years (age 6–15) and in consequence some organisational changes had to be made, for instance, the polytechnischer Lehrgang (Grade 9 only) was introduced and secondary school courses were extended by one year. In the case of the academic upper schools (AHS), however, this extension by one year to make Grade 13 has not yet been implemented.

The different types of school are not isolated from each other for there are opportunities for transfer, associated with educational counselling and facilitating equal educational opportunity.

1.5 In general, the maintenance of compulsory schools lies with the Provinces but may be divided between provincial and district authorities; for other schools it rests with the Federal Government and there is a similar division for teacher affairs. With a few special exceptions, inspection lies in the first instance with the District Boards for compulsory schools and with the Provincial Boards for most secondary schools, ultimate authority lying with the Federal Ministry.

THE AUSTRIAN EDUCATION SYSTEM



2

PRE-SCHOOL EDUCATION

2. 1 Pre-school education is broadly defined as that which will promote the total personality of the child up to the point of school entrance; it includes the family, facilities to supplement the efforts of the family and preparation for school.

2. 2 Apart from what is done by the welfare services, education within the family is aided by the education for parents provided by the public authorities, adult education agencies, the churches and other voluntary bodies in the form of seminars, courses, lectures and libraries; the mass media also do much though there are weaknesses. Collaboration between the parents and the nursery schools has a long and satisfactory record. Research has shown, however, that parents will not use the facilities provided unless their interest in the subject of parent-child education has been aroused in the course of their own education at school.

2. 3 To complement education in the family there are 33 crèches for children up to one year (though many working mothers prefer to make use of their statutory entitlements to leave of absence), 154 day-care centres for one and two year olds and finally, nursery schools for children between the ages of three and six.

2. 4 Nursery schools are based on Provincial and not on Federal legislation. They may be all-year or seasonal, all-day or half-day, public or private. The provider carries full financial responsibility though those established by churches and similar associations are publicly aided. The charging of fees, which varies widely both in public and private schools, is a lively issue.

The number of places has risen by about 5% a year; about 36% are in private schools, a proportion which has not changed much. About 43% of the pupils are children of working mothers which shows that welfare considerations play a part, though not in the case of the majority.

There are a few schools provided by firms but there are difficulties about taking children to the place of work, particularly in the rush hours, so firms are tending more to subsidize some outside school near the home. It is indicative too of the attitude of parents that only 72% of the children of working mothers stay at school for the midday meal and that

half-day schools are rising in popularity. In 1973/74, 58% of the pupils were five or six years old, which reflects the other accepted function of the nursery school - to give a good start to formal education. Considerable attention has been made by special programmes and pilot projects to the refining and systematizing of nursery school teaching but this should not be allowed to jeopardize the main function of the school which is concerned for the total personality of the child and not just preparation for formal education.

Some attention is paid to the needs of handicapped children but there are difficulties to be overcome.

2.5 Pre-School Classes attached as pilot projects to primary schools serve, by small groups and remedial programmes, to help children who are already six but are not yet ready for school.

3

PRIMARY EDUCATION

3. 1 Except for "Special Schools", i. e. for the handicapped, there is no differentiation within the primary field. Though compulsory education starts at age six, pupils, at the request of the parent, may either be admitted earlier or may be deferred for one year, unless there are remedial facilities such as the pre-school classes. Matters of current interest are remedial measures, the recognition of need for special educational treatment, the full or partial integration of handicapped children in normal schools, day centres (see Section 4. 4). Transfer to lower secondary schools depends on the certificate indicating the completion of Grade 4 in the primary school.

3. 2 The aim of the Volksschule (or Grundschule), now consisting almost exclusively only of Grades 1-4, is to give a common basic education on a class-grade basis. The syllabus is only a framework but it is nation-wide, indicating the compulsory subjects with optional possibilities and a limited amount of remedial work. The time-table is fixed by the Provincial School Boards. The syllabus treats the four grades on the basis of two two-year cycles, indicating the characteristics of each cycle and of each subject within the cycle. The teachers' meeting, with the approval of the District School Board, may vary the distribution between grades. The syllabus regulates some particular pedagogical questions, indicates compulsory and optional subject matter (but not a minimum) and arranges for sub-syllabuses to be drawn up according up according to local conditions. Since 1962, changes have been made, particularly in "Sachunterricht" (= history, geography, science) in Sex Education, in German, in Mathematics; others, e. g. in arts and crafts, are under discussion.

Since 1964/65, the number of schools, particularly those with less than four classes, has fallen, and so, because of better organisation, has the average size of class. On the qualitative side, individualization and remedial measures have been taken, particularly in regard to legasthenics. Pilot projects are being conducted in modern language teaching and in differentiation in German and arithmetic through two multi-teacher models - one with two parallel classes in Grades 3 and 4 and a moderate form of setting, the other with three classes in Grade 4 with achievement groups within and across classes. The full-day school is also being tried out.

3. 3 The Special Schools (Grades 1-8) are organised with class maxima varying from 10 to 18 according to the type of handicap. They may be for a single handicap or for more, either separate or attached to a Volksschule. Acceptance for special educational treatment is a matter for the District School Board, with appeal to the Provincial Board. Depending on the type of handicap, the syllabus will be specially devised or be that of the normal school, adapted, and there are, in addition, remedial exercises for the particular handicap.

The number of pupils, particularly those requiring medical care, has been rising. To deal with the wide range of needs, pilot projects are being tested (already with positive results) to adapt subject matter and learning speed to the pupils, either within the special schools themselves or by a partial integration with the normal schools. Other projects relate to diagnosis and remedial instruction.

4

LOWER SECONDARY EDUCATION

4. 1 The lower secondary field, covering Grades 5-8, includes the upper classes of a few Volksschulen, the Hauptschulen, the lower division of the eight-year secondary schools and (as a matter of convenience) the polytechnischer Lehrgang though it is Grade 9. None of these schools have leaving examinations; completion of Grade 8 gives rights of admission to upper secondary schools (middle or higher), some of which, however, require additional entrance or aptitude tests. Quantitatively, the outstanding feature of the last ten years has been the almost complete elimination of the upper classes in the Volksschulen by the provision of new Hauptschulen and the closing of small schools.

4. 2 Attendance at a Volksschule is now only permissible if no Hauptschule is available but insofar as such upper classes continue to exist in rural areas (for 1973-74, 3. 3% of the age group) they continue and extend the compulsory subjects of Grades 1-4, to which are added handicraft for boys and domestic science for girls together with various optional subjects and some remedial work if necessary. In a few schools (Ausbauvolksschulen), additional subject matter or subjects may be included.

4. 3 The Hauptschule covers Grades 5 to 8 and whenever possible, is organised as two streams of different academic level, the allocation of pupils to the one stream or the other depending on the collective decision of the Volksschule teachers as recorded on the Grade 4 certificate, though this allocation is not necessarily final. A modern language is taken in the upper stream and there is a different balance of subjects in the timetable. Already 80% of Hauptschulen (90% of pupils) are two-stream and this trend will continue.

Pilot projects since 1971 are trying out the comprehensive school; they can be started only up to 1979 and can in total involve not more than 10% of the schools in each Province. Under the existing system there are four parallel curricula for Grades 5 to 8, i. e. the Volksschule, two streams in the Hauptschule and the lower division of the AHS, but in the allocation of pupils between the different alternatives there are weaknesses - because of the low reliability of prediction about

children's development, the levelling effect resulting from the assumption of equal ability in all subjects within each type, the unequal regional distribution of the alternatives, the attitudes of parents in the different social strata. The pilot projects vary; some relate to a simple additive form, i. e. co-cperation between the schools but no change in the curricula; others are based on an integrated concept in one of three forms, based respectively on setting, on combined streaming and setting, and on an orientation cycle. The aim of the project is greater equality of opportunity, enhancement of achievement, improved selection and a better social mix. First results indicate that equally gifted children do just as well as under the existing system and that upward mobility is considerable.

4. 4 The AHS lower cycle, i. e. Grades 5 to 8 in classes 1 to 4 of the eight-year Gymnasium, has the double function of preparing for the upper cycle and of enabling transfer to technical or teaching schools. The former admission test has been suspended (at least until 1979) so provided the aptitude of a pupil for the upper stream of the Hauptschule has been established by his Grade 4 certificate in the Volksschule, his parents, advised by the Volksschule, can decide to send him to the AHS. (A pupil allocated to the lower stream can enter the AHS only after passing an admission examination).

The compulsory subjects (33 hours a week) are the same in all the AHS lower divisions in the first two years but will then vary slightly, e. g. Latin or Geometric Drawing, according to the type of Gymnasium. There are some optional subjects and a certain amount of extra instruction may be given to transferees or under-achievers. An important change of recent years has been the assimilation of the first two year syllabuses with those of the Hauptschulen (identical in German and Mathematics), so easing transfer possibilities. But the AHS have high social prestige and parents try to keep in them children who do not have the requisite ability. This leads to problems which can be avoided only by more intensive counselling.

Developments in general have been steady and unspectacular, a gradual process of adaptation and innovation. There are no pilot projects specifically in these junior divisions of the AHS but changes have been made in the curriculum. For out-of-school assistance and supervision of pupils, however, there are projects trying out "integrated day centres" which revive a tradition of the 1950s. Pupils whose parents wish them to be at school all day have normal instruction in the mornings and supervision and assistance in the afternoons. More radical is a different project for the "full-day" school which integrates the conventional classwork and homework and provides opportunities for developing individualized learning and social education.

4. 5. Special Schools have the task at this lower secondary level, not only of giving general education, adapted as necessary, but of preparing the pupils for working life, by technical and trade instruction as well as more history, geography and science. The numbers of pupils, classes and schools are rising steadily.

4. 6. The polytechnischer Lehrgang provides the last year of compulsory education (Grade 9) for those pupils who do not stay in or go to any other type of school. They total 26. 5% of the age group and come as to 80% from the Hauptschulen. The education is orientated towards practical life and if necessary towards the choice of an appropriate vocation. The polytechnischer Lehrgang is not yet an integral part of the system and as the indications are that it is not functioning well enough and inadequate provision was made for the wide range in the standards reached by the pupils, setting arrangements for German and Mathematics and more differentiation through elective subjects are being tried out through pilot projects.

5

UPPER SECONDARY EDUCATION

5. 1 Because of the range and variety in the abilities and interests of young people and the differing needs of society, upper secondary schools are differentiated, first of all into general, technical and teacher training schools. Except for the part-time school which is compulsory for apprentices, all require for admission successful completion of Grade 8 and some have further requirements, e. g. an aptitude test. Parallel to the usual full-time schools following immediately after Grade 8 - called the "normal" form - there is for many types a "special form" for adults, usually part-time classes for those gainfully employed. The courses usually close with an examination; for the higher level schools this is the Matura which carries with it either academic or professional and academic entitlements.

5. 2. The academic schools - Allgemeinbildende höhere Schulen (AHS) - aim to give a broad in-depth education and to lead to university admission. All share the same common core curriculum, beyond which there are differential subjects or weightings. Four prime categories are distinguished, three of which the Gymnasium (marked by early Latin), the Realgymnasium (the standard model) and the Wirtschaftskundliches Gymnasium (home economics) are eight-year schools (Grades 9 to 12 together with the lower cycle mentioned above); the fourth is an independent upper cycle form, the Oberstufenrealgymnasium, with three alternative majors, which was introduced in September 1976 to replace the Musisch-pädagogisches Realgymnasium; it has no lower division and therefore covers only Grades 9 to 12. The first category is further subdivided according to whether in addition to Latin and a modern foreign language the pupils take Greek or another modern language or mathematics and science. The Realgymnasium also has two types, specializing respectively in the natural sciences and mathematics. With both the first two categories it is possible also to have a special form similar to the Oberstufenrealgymnasium, i. e. Grades 9 to 12, though in that case there will also be a preparatory class (Aufbaugymnasium and Aufbaurealgymnasium). The range of types is therefore wide; they may be combined in the same institution.

The final examination, with written and oral parts, is the Reifeprüfung, more commonly called Matura, success in which carries

entitlement to admission to university. The number of pupils in the AHS has risen steadily from 37,000 in 1964/65 to 69,000 in 1973/74, the result partly of official policy, particularly building policy, and partly of increased demand. A large increase, particularly in the number of girls, has occurred in the Musisch-pädagogisches Realgymnasium; the type specializing in modern languages has also flourished but the classical languages type has steadily declined.

The power under the 1962 Act to conduct pilot projects in the AHS has been fully used. They have taken many forms, with specializations, new subjects, new techniques, some organisational changes, such as setting, new options and frequent adaptations of the curriculum, as well as supplementary instruction for transferees and able pupils in temporary difficulties. So the AHS, by a process of constant change and adaptation is becoming more open and flexible and this gradualism in structural, pedagogical and curricular change is likely to prevail in the future.

Under the Amending Act of 1971, authority was given also for experiment in not more than 10% of the schools in each Province in "reshaping" the schools. Three models are being tried out:

1. in which the annual grade basis of classes is replaced by a system of steps, some compulsory subjects being divided into two, three or four stages and the pupil having some choice as to when he will complete them or even, by taking tests, omit them. There is also a minimum number of hours for elective subjects;
2. which is based on setting in four compulsory subjects, level 1 being to encourage particularly gifted pupils;
3. under which during the last two years pupils have a higher number and wider choice of electives, so dissolving to some extent the normal class system.

Another contribution to the modernization of the AHS is made by the project groups established for every subject except Religious Instruction and Physical Training; each group consists of up to 10 AHS teachers with one or two university professors and has the task of reviewing the curriculum each year; the revision is then tried out in the pilot schools. It is expected that this will lead eventually to the general introduction of new curricula.

5. 3 The Technical Schools (berufsbildende Schulen)

5. 3. 1 There is no general compulsory part-time attendance for young people over age 15 (except for girls in Vorarlberg) but for apprentices (26. 8% of the 16 year-olds in 1973/74) there is a dual system of education and training for the whole period of the apprenticeship which may be

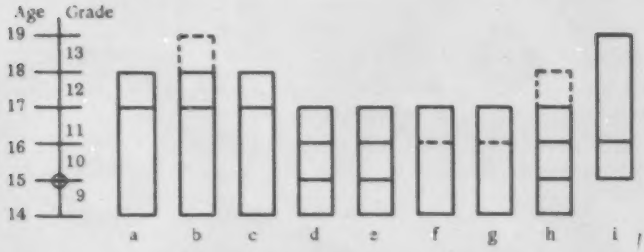
from two to four years (usually three), at the end of which there is the apprentice examination and a school certificate. The apprentices are released for attendance at special berufsbildende Pflichtschulen on one day per week or, in rural areas or less common trades, the equivalent in block release, nationally the division between the two types being almost exactly balanced. The school curriculum varies according to the type of apprenticeship but there is a growing specialization and an increasing requirement for general and technical theoretical knowledge, which may lead in some trades to two days a week release. The dual system will continue, because young people prefer it and because the alternative of full-time education would be very costly, but pilot projects aimed at reform are to be started and a 16-member Commission has been established to deal with the problems.

5. 3. 2 Full-time technical schools of many kinds exist - at two levels: Fachschulen (berufsbildende mittlere Schulen or bms) with courses lasting from one to four years and höhere Lehranstalten (berufsbildende höhere Schulen or BHS), all of which have five-year courses. Admission is after Grade 8 though the BHS in particular have older students as well and in most cases there is also an aptitude test. Entry is controlled not by labour market considerations, because of prediction uncertainties and the buoyant employment situation, but by the places available, by the exercise of educational counselling and by the provision of ample information in an "ABC of Technical Schools" published by the Federal Ministry of Education and Arts.

The bms are organised in nine specializations and the BHS in five. Apart from the normal forms, there are special versions and courses for adults (part-time, evening) and for graduates from the AHS as well as more advanced courses, full-time, evening or seasonal, for people seeking professional up-grading. Completion at the bms may or may not involve an examination, but at the end of the BHS, as of the AHS, is the Matura which involves written papers, often a substantial project and oral examinations in several subjects. Success in the bms carries definite rights, for instance, taking the place of apprenticeships in relevant occupations; the Matura of the BHS carries professional privileges at a higher level (with the title of engineer after three years' experience and a status similar to that of the "Technical Engineer" in other countries) but it also carries the right to enter university.

To achieve the objectives of these schools, the courses must include academic, technical and practical subjects - which means that timetables are heavy, often more than 40 hours per week. The pupils rarely complain because they reach their objectives quickly and are highly motivated. Nevertheless, the hours must be reduced - as they have been in 1977 - to 41 per week for most and to 38 or 39 for some. To go further might jeopardize the Matura entitlements.

ORGANISATIONAL CHART OF MIDDLE-LEVEL SECONDARY VOCATIONAL SCHOOLS (bms)



a Technische Fachschulen (middle-level secondary industrial schools)

b Gewerbliche Fachschulen (middle-level secondary trade schools)

c Kunstgewerbliche Fachschulen (middle-level secondary craft schools)

d Büroschule, Büro- und Verwaltungsschule, Handelsschule (one-year, two-year, and three-year middle-level secondary commercial schools)

e Fachschulen für wirtschaftliche Frauenberufe (middle-level secondary domestic science schools)

f Fachschulen für Fremdenverkehrsberufe (middle-level secondary tourism and catering schools)

g Fachschulen für Sozialarbeit (middle-level secondary schools of social work)

h Landwirtschaftliche Fachschulen (middle-level secondary agricultural schools)

i Krankenpflegeschulen (nursing schools)

⊗ Termination of compulsory general schooling

Note: Broken lines refer to duration of curricula occurring only in isolated cases.

ORGANISATIONAL CHART OF UPPER-LEVEL SECONDARY TECHNICAL AND VOCATIONAL SCHOOLS (BHS)

a Höhere technische Lehranstalten (higher-level secondary industrial schools)

d Handelsakademie (higher-level secondary commercial school)

e Höhere Lehranstalt für wirtschaftliche Frauenberufe (higher level secondary domestic-science school)

f Höhere Lehranstalt für Fremdenverkehrsberufe (higher-level secondary tourism and catering school)

h Höhere land- und forstwirtschaftliche Lehranstalten (higher-level secondary schools in the fields of agriculture and forestry)

⊗ Termination of compulsory general schooling

△ Reifeprüfung (Matura)

Teachers, as will be indicated later, have a variety of qualifications, but one point which might be mentioned here is that attached to 11 industrial and two agricultural schools are materials testing centres which are staffed largely by the teachers of the technical subjects, who thereby have close contact with practice and in effect continuous further training and updating.

The number of places in the bms and BHS is continually growing and efforts are made also to improve transfer between schools, to try out new specializations, to operationalize curricula and to improve the support for weaker pupils.

The following sections deal briefly with the different types of vocational and technical schools.

5. 3. 3 Industrial schools are organised by specializations, six of which, in various branches of engineering are found in from 7 to 17 schools; some 21 other specializations are found in one school only, though the aim will be to reduce this number. A major concern of the schools is practical training, done mainly in the schools in modern equipped laboratories and workshops. In some schools there is a limited amount of series production of furniture and apparatus for use in other schools. Practical experience in the summer holiday (eight weeks during the entire course) is also required. This, however cannot be legally enforced because of the difficulties which might be caused during a recession and because there is no provision for inspection or for proper coordination with school work.

5. 3. 4 Commercial schools are not divided into specializations because it is regarded as preferable that there should be a maximum of professional mobility with practical experience on the job. The practical training during the course is given at the schools.

Courses in the office arts, given in private schools, are only for one or two years, but in the public commercial schools the middle school offers a three-year and the higher level school like all other BHS, a five-year course. As from 1976/77, the curriculum is under revision to give concentration on a reduced number of subjects, which means that new textbooks and equipment and some retraining of teachers will be needed.

5. 3. 5 Domestic Science schools are organised in a similar way to the commercial schools - no subdivision into specializations but courses of varying scope and standard, lasting one, two, three years at middle-level or five years at higher-level schools. Practical training is done at the school, though, subject to the limitations mentioned earlier, practical experience in the summer holiday is required. The immediately desirable changes are new modular curricula (now under preparation), additional higher level schools with a better geographical spread and a reduction in hours to 38 or 39 a week.

5. 3. 6 Schools for Tourism and Catering have three branches - catering, hotels and tourism - though the curricula overlap. The middle schools are for either two or three years; the higher level schools for five years. As for other types of bms and BHS, there are also schools for adults and for graduates of the AHS. Despite the legal difficulties, great importance is attached to the practical experience obtained in the holidays. The hotel and tourist industry is of great importance for the Austrian economy; at present there are 10 middle schools and two higher level schools; more are needed, especially higher level schools, to raise professional standards.

5. 3. 7 Schools of Social Work. These are different from other types in that, because the occupations for which they prepare are those for assisting the family or the aged or for youth leaders or marriage counsellors, it is inappropriate to have an entry age of 14. There are preparatory schools for this age group but the Social Work Schools (Fachschulen für Sozialarbeit) themselves, of which there are nine, are of the special type, i. e. for adults. The minimum age for entry is 17. In this field there is not the same legal reservation about summer practice as it is done mainly in the public service organisations.

5. 3. 8 Schools of Forestry and Agriculture were outside the normal educational system until 1973 and assimilation is still not complete. But in general there are also schools of middle and higher level, similar to those of the types already mentioned. The middle schools are as yet still the responsibility of the Provinces so arrangements vary; some schools are for one year, some for two; admission may be after completion of Grade 8 or Grade 9 and a school year may consist of two winter semesters.

Of the 98 schools, nearly one in five is private. General agriculture and domestic science are the common specializations both in the middle and in the higher level schools but there are some others, such as wine and fruit growing.

5. 3. 9 Schools for Nursing and Related Occupations. Except for the first year in the case of nurses, which is a tenth year of general education in accordance with the European Nursing Convention, these schools come under the Health and not the Education Ministry; they are usually attached to hospitals and have medically qualified directors and teachers. They are, under the accepted terminology, special form schools, i. e. they do not follow directly on compulsory education, even though none, except for the case of nursing mentioned above, require more than nine years of schooling. The age of admission and length of course are:

	ADMISSION AGE	DURATION
Nursing	16	Three years (after preliminary year)
Psychiatric nursing ..	18	Three
Medico-technical services	17	Two and a half
Midwifery	17	Two

5.4 Problems Involving Maturanten

All higher-level upper secondary schools terminate with the Reifeprüfung or Matura and successful graduates are therefore called Maturanten. The examination is school-based but regulated by law as to subjects and procedures and is in the charge of the Provincial School Inspector. It has written and oral parts and in some types of school involves substantial project work. It is held three times a year, but for most candidates it is held at the end of the school year.

Because of the rights which the Matura gives in relation to university entry and to careers, the number of Maturanten is important both for educational planning and for the labour market. In 1964 projections were made for the period 1965-1975 and it is now possible to check these with actual output. The projections up to 1970 proved reliable but in the end there was an underestimate of nearly 22%. Of the various assumptions made in 1964, only one proved to be substantially correct, i.e. that expansion would not be held up by a shortage either of teachers or of buildings. On the other hand, contrary to assumption, there were organisational changes (particularly the postponement of the 13th school year in the AHS), the growth rates far surpassed those to be expected from the birth rates, a systematic public relations effort led to increasing entry rates and there was a rise also in the success rates, especially among girls and in the rural areas. The assumption that talent reserves would permit a Maturanten quota of about 17% proved untenable. The success of the new Musisch-pädagogische type with Maturanten in 1974, 37% above estimate, was particularly striking.

In 1970 a new projection was made but results up to 1974 suggest that this time it was over-optimistic, probably because the effect of the School Instruction Act (1974) had not had time to show and because of the difficulty of providing more buildings for technical schools. It was noteworthy too that the examination success rate did not continue to rise but slipped back somewhat.

The balance between AHS and BHS Maturanten presents a particular problem. It was three to one in favour of the AHS in 1974 and would become four to one in 1980 unless something was done. Such an imbalance was considered undesirable because of its implications for entry into university as compared with entry into careers. An attempt was therefore made to reverse this trend, primarily through the planned School Development Programmes.

5.5 The School Development Programmes, based on ten-year periods starting in 1971, include national, regional and district targets for school places and give rise to programmes for the building and establishment of schools and correspondingly, for boarding and sports facilities. In the calculations, which are continually revised, account is taken of societal and economic needs, financial possibilities, demographic developments

and planning limitations. The aim is to meet urgent needs, particularly technical schools, improve distribution, and balance the different parts of the system, e. g. to give a ratio of AHS:BHS:bms of 1:1:1, which is very different from the current ratio. The procedure followed is to fix quotas of school attendance for the towns and for the heavily and sparsely populated country areas and, by adapting these, district by district, to work out a building programme for schools and boarding houses and, in conjunction with community development, for sports halls and swimming pools. Financing, borne mainly by the Federal Government, is done with the co-operation of the provincial and district authorities, for new schools through the so-called "Leasing Programme", under which the cost is spread over 15 years, i. e. until 1990 and, for extension to existing schools through a current building programme. In both cases the technical expertise and the building operations are in the hands of the Federal Ministry of Building and Technology.

6

TEACHER TRAINING

6. 1 The level and location of initial training of teachers depends on the institution in which the teacher will work: it is conducted at:

- middle level secondary schools,
- teacher training colleges ("Pädagogische Akademien"),
- technical teacher training institutions ("Berufspädagogische Lehranstalten"),
- universities.

In-service training takes place at Pädagogische and Berufspädagogische Institutes which also undertake practical research and (for the moment) some initial training.

There are five levels of employment (and salary), viz:

- L3 Handicraft teachers,
- L2a1 Volksschulen teachers,
- L2a2 Teachers in Hauptschulen, Special Schools, polytechnischer Lehrgang, Apprentice Schools, teachers of practical subjects at middle and higher level technical schools,
- L1 AHS teachers, teachers of academic subjects in other secondary schools, some teachers in teacher training colleges,
- LPA Other teachers in teacher training colleges.

6. 2 Secondary Schools for Teacher Training

These are of three types - for the training of teachers of girls' handicraft and domestic science, for teachers in nursery schools and for Erzieher who act as tutors in boarding establishments. There are 11 handicraft schools, 23 nursery teacher schools and 3 tutor schools, about equally divided between public and private ownership. There is no "special form", i.e. for adults, though external students may be advised or even allowed to attend some classes, but there are privately run courses preparing for the final examination.

Entry is after completion of Grade 8 (plus aptitude test) and the course lasts for the normal four years of a middle level secondary school, except in the case of the Erzieher, whose courses can be from

one to five years according to previous education, i. e. can be run as an upper school ending with a Matura. There is in any case a final examination, written and oral, including education and professional theory and practice.

The curriculum covers general academic subjects and professional subjects though there is an as yet unsolved problem in that the teachers of the pedagogical subjects were themselves trained in university courses which did not include reference to these particular fields of application, i. e. handicraft or very young children.

The demand for handicraft teachers has stagnated because pupil numbers in the compulsory schools where they teach have tended to fall; but the demand for entry into the schools is high. Parents think that it is in any case a useful training for girls, as is shown by the fact that no less than 24% of the pupils are transferees from other schools. Steps should be taken to raise the demand for teachers by increasing the role of handicraft in the schools.

The demand for nursery school teachers has increased steadily and the supply of applicants is buoyant; the need is for more training places.

The demand for tutors in boarding establishments originally arose out of the shortage of qualified teachers who had hitherto covered these duties. Training started at the Baden Institute in 1960 though the legal basis was provided only by the Act of 1962. At present, the acute problem is space, which has meant that so far only two-year (entry after completion of Grade 11) and one-year (entry requirement: Matura) courses have been provided, that 37% of suitable applicants could not be admitted, and that many have to take the external examination. The annual output of 90 is inadequate against total demand; the site for a new school is available but funds are not.

There is need to upgrade all these three types of middle level training to higher level by making all courses five-year from Grade 8, to make possible later entry, e. g. after Matura, to strengthen the syllabus both on the academic side (e. g. by a foreign language, more science and mathematics) and on the professional side to enable the graduates of these schools to extend their range, including dealing with handicapped pupils. Social changes make the need for these types of teacher more obvious; this is especially true of tutors because of the expansion in the number of boarding schools, boarding houses and other kinds of residential establishment.

There are alternative strategies that could be adopted, e. g. to move these types of training to the post-secondary field with a Matura entry requirement, but the first solution (five-year secondary courses after grade 8) is to be preferred on professional and on economic grounds. The criticism that it involves premature choice of career is

not sound for transfer can cope with any exceptions; considerations of educational opportunity for lower socio-economic groups give these schools an important role and the new suggested arrangements leading to a Matura need not be such as to encourage loss to university study. The upgrading of the courses would lead to a temporary loss of output but this could be faced.

6. 3 Pädagogische Akademien and Pädagogische Institutes

6. 3. 1 Teachers for the Volksschulen are trained in 4-semester courses with entry after Matura. The course, involving on average 32 hours per week, covers (apart from Religious Instruction), pedagogy (education, psychology, sociology), teaching method and artistic subjects. It includes lectures, seminars, school visits and teaching practice and concludes with a comprehensive series of examinations, written and oral, a thesis and teaching practice.

6. 3. 2 Teachers for the Hauptschule, for Special Schools for the handicapped and for the polytechnischer Lehrgang have been and still are in part trained by in-service courses offered by the Pädagogische Institute for qualified Volksschule teachers and (in the case of the polytechnischer Lehrgang) for technical teachers in the Apprentices Schools. The entire certification must be completed over six semesters (ten semesters for Special Schools) and will include a thesis, written and oral examinations in selected fields and a practical test in teaching. Special courses and tests relate to the teaching of a modern language.

6. 3. 3 In-service further training for teachers at compulsory schools is also provided by the Pädagogische Institute which, though provincial institutions, are subject to general guidance from the Ministry as to topics for in-service courses. These cover a wide field, including organisational, curricular and pedagogical matters, relevant pilot projects and sometimes such local matters as the needs of ethnic minorities. Linked with in-service training is the practical research carried out by and under the auspices of the Institutes.

6. 3. 4 A major development has been the introduction by the Pädagogische Akademien of six-semester ab initio training courses for Hauptschule, Special School and polytechnischer Lehrgang teachers as an alternative to the part-time training of the Pädagogische Institute, described above. These courses and the final examinations are based on two major fields drawn from academic subjects or types of handicapped or vocational areas in prescribed alternative combinations. Though there are clearly differences between the three types, e. g. medical and therapeutic aspects for special school teachers or the specific tasks of the ninth school year of compulsory education, all have the same basic plan, including social science, (education, psychology, sociology), and school practice. The final examinations are similarly comprehensive and establish the qualification of the teacher to teach two subjects or in

two types of special school or, for example, one subject and one vocational area in the polytechnischer Lehrgang. These new courses in the Akademien are bound to have an impact on the older courses at the Institutes which are now being revised according to the new concepts and patterns.

6. 3. 5 There are 14 Pädagogische Akademien (including six which are private) and nine Pädagogische Institutes, one in each Province. The intake of students into the Akademien has increased steadily since they were first established in 1968; in 1974 the student body numbered 8,217 of whom 71. 2% were women, 53. 3% were training for the Hauptschulen and 45. 3% for Volksschulen.

6. 3. 6 The qualifications of the teaching staff of the Akademien and Institute will vary according to their function but in most cases they must include a university degree in an appropriate discipline, e. g. education or law, a primary school teaching qualification, experience in compulsory schools and a record of publication. Some individual courses will be given by university staff under contract.

6. 4 Technical Teacher Training Institutions

6. 4. 1 For the Apprentice Schools teachers are recruited with either the Matura (in general or technical subjects) or with a mastercraftsman's certificate. They are employed for one year and are then sent for two semesters to a berufspädagogisches Institute where the course is primarily pedagogical but also includes some civics, economics, religious instruction and physical training.

6. 4. 2 Teachers of practical subjects in technical schools are trained either in the technical teacher training colleges (berufspädagogische Akademien) or in the berufspädagogische Institute. The former have four-semester courses for textiles (with a mastercraftsman's certificate as entry standard) and for domestic science (entry standard an appropriate Matura). At the berufspädagogische Institute on the other hand, the practical subject teachers for industrial and tourism schools are trained in two-semester courses, the entry standard being the same as for the apprentice schools, i. e. master craftsman with practical experience and one year's teaching. The berufspädagogische Institute also train teachers of shorthand and typewriting, again for two semesters, but here there is no prior teaching requirement.

There are different arrangements for teachers of agriculture and forestry. They may be graduates of the Agricultural University in Vienna (in which case they get only a four-week pedagogical course) or Maturanten of the higher level schools of agriculture, who then have a two-semester course, both types of training being provided by a special institution in Vienna. Success in the final examination, a thesis, two year's experience and an aptitude test eventually gives status as a lecturer/adviser.

6. 4. 3 In-service courses for technical teachers used to be provided by the Ministry but they have been taken over by the berufspädagogische Institute now established in each Province. National courses lasting a week are provided by the provincial institute in Vienna, regional courses of three days by all the berufspädagogische Institute. Technical teachers have additional facilities, such as the materials testing centres already mentioned (Section 5.3.2) and visits to firms and exhibitions, the expenses of such visits often being reimbursed by the Ministry. Research publications by the berufspädagogische Institute are also available.

6. 4. 4 A major organisational development which was put into practice on 1st September, 1976 was the establishment of a proper base for technical teacher training. For this purpose four technical teacher training colleges (berufspädagogische Akademien) were founded, to bring together all the various courses and make a start in systematizing them. The result is that the berufspädagogische Institute have lost their initial training functions and will be able to concentrate on in-service training and research. A further plan is to introduce compulsory training for first-year teachers to give them either pedagogical or technical knowledge as necessary, teaching duties being halved. It is hoped eventually, when the teacher shortage has been overcome, to make in-service training compulsory also for the more senior teachers. Rapid technological and economic change makes in-service training particularly important for teachers in technical schools.

6. 4. 5 On the quantitative side, the number of trainees in textile and domestic science courses and in agriculture and forestry has remained fairly steady, but the courses at the Institutes - for teachers in apprentice schools, in workshops, in industrial schools and in shorthand and typewriting - have more than doubled in size between 1971 and 1974. There has also been an increase in in-service training, particularly in the regional courses provided by the Institutes.

6. 4. 6 The staff of the technical teacher establishments are of many different kinds, depending on whether the subject matter is pedagogical (university or teacher training college lecturers), technical (experienced teachers in the relevant fields); teaching method (teachers with successful practice), administration or hygiene (doctors, lawyers, etc.). In in-service training there is an even wider range of people from universities, schools and industry, paid ad hoc.

6. 5 Teacher Training at Universities

6. 5. 1 Teachers at AHS and general subject teachers at BHS and usually at middle-level schools must have the teacher's certificate of a university (though there are special regulations for teachers of religious instruction and music). Like other university studies, the teacher's course is in two parts, one as an introduction to fundamental principles, the other for in-depth study and specialization. The course lasts nine

semesters and usually involves two subject fields. The main elements are first, the discipline itself (history, German, mathematics, etc.) and secondly, the educational training, which in turn consists of three parts - general pedagogy (psychology, sociology, methodology, history of education), subject pedagogy (techniques of teaching the subject, teaching aids and forms of instruction) and school practice in AHS or BHS. This teaching practice is run jointly by university and secondary school staff; it is a major innovation, consisting of four weeks orientation lectures and seminars and eight weeks in the schools to enable the trainee to become familiar with such matters as teaching aids, classroom practice, achievement testing and class relationships.

Demand for AHS teachers has been rising and steps have therefore been taken to increase the supply.

6. 5. 2 Teachers of technical subjects in industrial schools are normally, though not invariably, university graduates, usually from the Technical Universities, i. e. graduate engineers who have also had several years experience in industry. For commercial schools there is the graduate in Economics Pedagogy, a special 8-semester course so far offered at only two universities. It is planned to extend this course to 9 semesters to give more training in business administration and it may in future have to be supplemented by practical experience in business before appointment as a teacher. At domestic science and tourism schools there are no technical but only practical subjects; at the schools of social work the medical instruction is given by doctors, and at the agricultural schools the theoretical technical teaching is mainly in the hands of graduates of the Agricultural University in Vienna.

6. 5. 3 In-service training to realize new ideas and promote innovation are of course for AHS teachers, i. e. university trained people, voluntary rather than compulsory but there are a few exceptions, e. g. seminars for newly appointed teachers and conferences on new syllabuses. Optional training to widen scientific, methodological or organisational knowledge is offered in informative conventions during the holidays, discussion seminars on the methodology of new subject matter and workshops which provide the opportunity for supervised experimental work, e. g. in the natural sciences or electronic data-processing (EDP). There are also subject groups in each Province who hold seminars and co-operate in national conferences. The subject matter of these various events varies according to the discipline - recent developments in German or history or social science, new techniques in mathematics, newly developing fields in the sciences, individual techniques in the arts. The in-service training may be organised by the Ministry or by the Provincial School Boards (financed by the Ministry) or by outside associations (often subsidized by the Ministry). Noticeable trends in recent years have

been a move away from conferences in favour of workshops and an increasing examination of interdisciplinary topics.

Two specific developments are envisaged - to put in-service training during the first four years of a teacher's career on a firm legal basis and to offer every teacher thereafter release from duty for one week annually to enable him to attend a course.

7

NON-UNIVERSITY POST-SECONDARY TRAINING

7. 1 Unlike the universities, which have common aims, conditions of service and organisational principles, the non-university post-secondary sector lacks a common basis. There are various ways of defining "post-secondary" but the proper and restricted definition which is used here assumes the Matura as the entry point. In view of the increase in the number of Maturanten, the requirements of society and the needs of industry, it is a matter for consideration whether, and if so how far, this sector, i. e. career-oriented training of Maturanten, should be expanded.

7. 2 "Kollegs" and Other Courses for Maturanten

These are special forms of the BHS, developed as pilot projects, to enable Maturanten of AHS (or another BHS) to cover the specialist subjects of the school in question which were not included in the Matura already taken. There are 16 "colleges" on the industrial side and one for tourism, attached in each case to a BHS of the appropriate type. Successful completion of the course (which normally lasts four semesters) gives the Matura of the new school, which, for an AHS Maturant, means adding to the study entitlement he already has the career entitlement of the BHS. 54 of these Matura diplomas were awarded in 1972/73 and 115 in 1973/74.

The "other courses" are similar in objective, i. e. to give Maturanten a specific professional qualification. Such courses are found in surveying, textile technology, commercial studies, data processing and technology, tourism and catering and hotels. They need two semesters (three or four if part time), except for the last two which need four.

7. 3 European Academy for Secretaries

This is a private school, part of a European network, which offers a four-semester course in languages, secretarial arts and business studies. The final examination is held by an International Board and gives the "European Secretary" diploma. There are about 20 diplomas a year: more such secretaries could be used in Austria but numbers at the school are restricted by space and, in the absence of any public subsidy, fees are high.

7.4 Academy for Social Work

Above the middle-level qualifications in social work mentioned earlier (paragraph 5.3.7) is the diploma awarded after a four-semester course starting from the Matura. Apart from religious instruction and physical education, the course covers studies in the social sciences and, amounting to one-third or more of the total, practical work of various kinds. There are six schools (including one part-time: minimum entry age 20) with 429 students in 1974, but there is still a shortage of social workers, due mainly to awkward hours, low pay and the high wastage of a mainly female occupation. The name and status of the institution as an "Academy" has just been settled and an extension of the course is being discussed.

7.5 Training Courses for the Higher Medico-Technical Services

Like the middle-level nursing schools, these courses come under the jurisdiction of the Federal Ministry of Public Health and Environmental Protection but they are organised on a similar basis to the courses in the education field mentioned above. Most of them last two years and have the Matura as entry standard, though leavers from some middle schools with appropriate specializations are increasingly being admitted to some courses. A number of different services are covered by the seven alternative courses (for example, laboratory work, X-ray technology, dietetics, various therapies) and though the balance varies, all the courses have both theoretical study and practical training. The number of students, which was 869 in 1973, is rising steadily.

7.6 The Post-Secondary Course for Tutors

Because of the shortage of tutors (see Section 6.2), there is a one-year course for Maturanten specifically dealing with educational and boarding house questions and needs. Grade 11 school leavers can also join the course after a preliminary year's study and in fact a majority of the students (who numbered 179 in 1973/74) are in this category.

7.7 The Teacher Training Establishments dealt with in Section 6 above clearly belong to the non-university post-secondary category and indeed form more than 70% of it.

8

ADULT EDUCATION

8. 1 The concept of adult education in Austria is wide; it has both general and vocational aspects with the overall aim of furthering personality development and personality activation. The providers, whether of general or vocational education or both, are numerous: public authorities, voluntary bodies (including the churches, employers' organisations and trade unions) and a number of private organisations and associations, as well as the Austrian Broadcasting Corporation.

Legal authority lies in identical federal and provincial legislation but this question of competence is being examined.

8. 2 There are many different strands of adult education. "Second chance" education is catered for by the "special forms" of secondary schools already mentioned in earlier sections. "Political education" to develop insight, judgment and involvement in political, social and economic matters is growing and a public-cum-private "Society for Political Education" is being set up. "Family education" has also been increasing, not only because of the demand for events in which all the family can participate but because of growing interest in and demand for information about child and youth development, sex education and the education system itself; here the mass media are particularly useful. "Cultural education", including hobbies has increased rapidly because of more leisure and to balance the lack of creativity in most people's jobs; this has led to more being offered in adult education but also, particularly in the rural areas, to the emergence of informal voluntary groups. Mention should also be made of "health education".

On the vocational side, the courses offered by the adult education organisations are either in preparation for career qualifications or in business administration for middle and higher management or in retraining for new jobs. But intra-company training is also important, as was shown by a 1975 inquiry. More than half the firms covered by the inquiry organised training for their employees, mainly in company time; the larger the firm, the more likely was such training to be provided internally. The inquiry also showed that 88% of the firms encouraged employees to make use of external provision, particularly if it was job-related, and here the size of the firm was much less

significant. The encouragement most frequently took the form of paying the costs of the education but some 40% of the firms, again more often the larger ones, also allowed time off.

So far as method is concerned, there have been several developments; student participation by discussions, case-studies and audio-visual aids, more systematic courses, multi-media events and, particularly in farming and rural areas, "education weeks".

8.3 Because of changes in society and the educational system, several of the adult education organisations have embarked on a process of self-appraisal and some have established new research departments. The aims in the coming years will be to increase mobility and therefore security, strengthen critical judgment as regards information and the mass media, promote social collaboration, increase the individual's understanding and control of his work, and further development of the personality. What appears to be needed is an analysis of the constituencies adult education can serve so that development can be planned.

In May 1972 the seven largest organisations formed KEBÖ (Conference of Austrian Adult Education) to represent the field to the State and other authorities, to formulate policies, to advise the Ministry and to carry out common projects. It is a valuable discussion forum which should stimulate co-operation and bring about more effective deployment of resources. The Conference already has one committee for terminology and statistics; a working party has sent out a thesaurus for comment, and models for the handling of documents are being worked out. Another committee planned a public relations campaign with posters, press advertisements and radio-TV commercials. Another KEBÖ working party is formulating plans for the training of teachers of adult education, defining the groups of personnel and the syllabuses. One step taken separately is the development of a correspondence course for adult education teacher training. Though the establishment of KEBÖ and of local working groups are encouraging moves, more co-operative steps are needed to ensure efficient use of limited resources and to give adult education a strong voice.

In 1969 the Ministry established a group to develop educational programmes on TV and radio; seven programmes have been produced so far and it is intended to carry this further by setting up an institute jointly with the Austrian Broadcasting Corporation (ÖRF). The multi-media activities involved - broadcasts, written material, meetings - and the preparation and co-operation which are necessary should be stimulated by the creation of an ÖRF-Academy. By encouraging the development of modular systems, the programmes will make it easier for the participants to obtain qualifications and will therefore enhance "second chance" education, on which the Ministry, in accordance with the recommendations of an inquiry held in 1973, has established some

Commissions. Adult Education as a permanent post-school process was accepted in Austria in the 1960s and the special forms of secondary schools for adults were authorized by the 1962 Act. It has also had an impact at university level through specially designated chairs and through the obligation imposed on the universities to provide further education for their graduates. But closer integration of adult education into the general system would involve major developments in relation to modular systems and to allocation of resources as well as raise problems connected with the award of certificates, the division of responsibility between public authorities and the legal basis of distant study systems. A recent experiment in the Province of Styria has also shown the extra burdens which would fall on educational counselling because of the greater complexity which would result from integration.

9

TRANSFERS AND EDUCATIONAL COUNSELLING

9. 1 By "transfer" is meant the switch from one school type to another with credit for work done, for which arrangements are the more necessary, the more the educational system is subdivided. Transfer without examination presupposes coordinated curricula between the two schools and is rare; usually there are transfer examinations (Übergangsprüfungen) to cover material compulsory in the new school but not included in the curriculum of the old. An alternative is Brücken, i. e. preparatory classes to cover the missing material. All such arrangements presuppose accurate assessment of achievement and good information and counselling for parents and pupils as well as for teachers and officials, but are essential to educational equality of opportunity.

9. 2 Under the legal regulations, there is transfer for good upper stream Hauptschule pupils to the Realgymnasium but no such transfer from the upper classes of a Volksschule without an examination; there can however be the alternative facility of a preparatory class at an Aufbaugymnasium or Aufbaurealgymnasium. Between technical schools, e. g. between a bms and the corresponding BHS, transfer is facilitated by the arrangements for optional subjects but usually involves the loss of at least a year. Attempts are being made to improve the possibilities of transfer by trying out, for example, setting at apprentice schools, transitional classes linking apprenticeship examinations with BHS, streaming at bms, add-on courses at bms, some of these also being introduced into part-time classes. The expectation is that at the end of the experimental period the best of these will be institutionalized.

Mobility through the whole of the upper secondary system is hardly feasible because of the big differences in curricula; in particular between AHS and BHS there is the problem of practical training but account should be taken of the Kollegs and courses already mentioned in Section 7. 2.

9. 3 Educational counselling aims to give general orientation and individual help with problems, which social and educational developments have made more diverse and difficult. It must be so organised as to have close links with the educational system, if not integrated with it. Responsibility at national level is divided between three

Ministries - Education (for schools), Science (for universities) and Social Administration (for vocational choices). On the schools side, there are two agencies:

a) Psychological Counselling Offices, responsible for one or more of the 120 school districts, with a staff of perhaps one or two but sometimes ten or more psychologists, the larger offices also having the part-time assistance of psychiatrists and other specialists. The offices have four areas of activity:

- advising on choice of educational courses in the light of pupils' attitudes, interests and achievements;
- diagnosing learning and behavioural problems and offering help if necessary;
- helping school authorities and teachers by "systems advice", e.g. about assessment, strategies and procedures of counselling, evaluation techniques and research, input into teacher training;
- co-operation with other counselling agencies.

The service has increased in the last ten years from 16 to 66 psychologists, i.e. more than quadrupled, while pupil numbers have increased by 25.5%. On the qualitative side it is realized that the service must do more to give true relief to parents and teachers and that more importance is to be attached to systems counselling to which not only evaluation of the pilot projects and general analysis of problems but also individual case studies make a contribution.

b) Counselling Teachers. In order to ensure that counselling is continuous, these teachers are entrusted with some counselling responsibilities and given training for the purpose. The objective is to enable pupils to make optimum choices by providing them and their parents with information but it also involves individual counselling or help with learning or behavioural difficulties. The functions undertaken by the teachers vary according to the type of school but in AHS for example, the duties would include:

- informing and advising on course alternatives for children in Grades 6, 8 and 11-12, speaking at parents' meetings and helping individuals with difficulties;
- collecting and disseminating literature;
- collaborating with universities and technical schools about "events" and visits;
- suggesting improvements in the service;
- co-operating with labour offices, psychologists, etc.

Such teachers must have training which should include the acquiring and transmitting of information and the techniques of counselling, to neutralize disturbing elements and enable the pupil to make his own decisions, which, because it is contrary to the normal attitude of the teacher, requires some basic psychological understanding.

Appointment of counselling teachers in compulsory schools started only in 1973/74 and here the next step is to have one at every Hauptschule with more than ten classes. Every upper secondary school already has one such teacher who has attended training seminars and the intention is to form working parties of such teachers to help both communication and further training. Another need relates to schools with pilot projects in setting or elective options. To support the teachers, the Ministry distributed leaflets on general and on special topics. Apart from the psychological centres and the counselling teachers some general measures are needed, e.g. a sound base of standardized procedures, good data and demand analysis, co-operation and coordination of the various counselling services and periodic testing and reappraisal of the service.

OECD SALES AGENTS
DÉPOSITAIRES DES PUBLICATIONS DE L'OCDE

ARGENTINA – ARGENTINE
Carlos Hirsch S.R.L., Florida 165,
BUENOS AIRES, Tel. 33-1787-2391 Y 30-7122

AUSTRALIA – AUSTRALIE
Australia & New Zealand Book Company Pty Ltd.,
23 Cross Street, (P.O.B. 459)
BROOKVALE NSW 2100 Tel. 938-2244

AUSTRIA – AUTRICHE
Gerold and Co., Graben 31, WIEN 1. Tel. 52.22.35

BELGIUM – BELGIQUE
LCLS
44 rue Otlet, B1070 BRUXELLES. Tel. 02-521 28 13

BRAZIL – BRÉSIL
Mestre Jou S.A., Rua Guaipá 518,
Caixa Postal 24090, 05089 SAO PAULO 10. Tel. 261-1920
Rua Senador Dantas 19 s/205-6, RIO DE JANEIRO GB.
Tel. 232-07. 32

CANADA
Renouf Publishing Company Limited,
2182 St. Catherine Street West,
MONTREAL, Quebec H3H 1M7 Tel. (514) 937-3519

DENMARK – DANEMARK
Munksgaards Boghandel,
Nørregade 6, 1165 KØBENHAVN K. Tel. (01) 12 85 70

FINLAND – FINLANDE
Akateeminen Kirjakauppa
Keskuskatu 1, 00100 HELSINKI 10. Tel. 625.901

FRANCE
Bureau des Publications de l'OCDE,
2 rue André-Pascal, 75775 PARIS CEDEX 16. Tel. (1) 524.81.67
Principal correspondant :
13602 AIX-EN-PROVENCE : Librairie de l'Université.
Tel. 26.18.08

GERMANY – ALLEMAGNE
Alexander Horn,
D - 6200 WIESBADEN, Spiegelgasse 9
Tel. (6121) 37-42-12

GREECE – GRÈCE
Librairie Kauffmann, 28 rue du Stade,
ATHÈNES 132. Tel. 322.21.60

HONG-KONG
Government Information Services,
Sales and Publications Office, Beaconsfield House, 1st floor,
Queen's Road, Central. Tel. H-233191

ICELAND – ISLANDE
Snaebjörn Jonsson and Co., h.f.,
Hafnarstraeti 4 and 9, P.O.B. 1131, REYKJAVIK.
Tel. 13133/14281/11936

INDIA – INDE
Oxford Book and Stationery Co.:
NEW DELHI, Scindia House. Tel. 45896
CALCUTTA, 17 Park Street. Tel. 240832

ITALY – ITALIE
Libreria Commissionaria Sansoni:
Via Lamarmora 45, 50121 FIRENZE. Tel. 579751
Via Bartolini 29, 20155 MILANO. Tel. 365083
Sub-depositari:
Editrice e Libreria Herder,
Piazza Montecitorio 120, 00 186 ROMA. Tel. 674628
Libreria Hoepli, Via Hoepli 5, 20121 MILANO. Tel. 865446
Libreria Lattes, Via Garibaldi 3, 10122 TORINO. Tel. 519274
La diffusione delle edizioni OCSE è inoltre assicurata dalle migliori librerie nelle città più importanti.

JAPAN – JAPON
OECD Publications and Information Center
Akasaka Park Building, 2-3-4 Akasaka, Minato-ku,
TOKYO 107. Tel. 586-2016

KOREA – CORÉE
Pan Korea Book Corporation,
P.O.Box n° 101 Kwangwhamun, SÉOUL. Tel. 72-7369

LEBANON – LIBAN
Documenta Scientifica/Redico,
Edison Building, Bliss Street, P.O.Box 5641, BEIRUT.
Tel. 354429–344425

MEXICO & CENTRAL AMERICA
Centro de Publicaciones de Organismos Internacionales S.A.,
Av. Chapultepec 345, Apartado Postal 6-981
MEXICO 6, D.F. Tel. 533-45-09

THE NETHERLANDS – PAYS-BAS
Staatsuitgeverij
Chr. Plantijnstraat
'S-GRAVENHAGE. Tel. 070-814511
Voor bestellingen: Tel. 070-624551

NEW ZEALAND – NOUVELLE-ZÉLANDE
The Publications Manager,
Government Printing Office,
WELLINGTON: Mulgrave Street (Private Bag),
World Trade Centre, Cubacade, Cuba Street,
Rutherford House, Lambton Quay, Tel. 737-320
AUCKLAND: Rutland Street (P.O.Box 5344), Tel. 32.919
CHRISTCHURCH: 130 Oxford Tce (Private Bag), Tel. 50.331
HAMILTON: Barton Street (P.O.Box 857), Tel. 80.103
DUNEDIN: T & G Building, Princes Street (P.O.Box 1104),
Tel. 78.294

NORWAY – NORVÈGE
Johan Grundt Tanums Bokhandel,
Karl Johansgate 41/43, OSLO 1. Tel. 02-332980

PAKISTAN
Mirza Book Agency, 65 Shahrah Quaid-E-Azam, LAHORE 3.
Tel. 66839

PHILIPPINES
R.M. Garcia Publishing House, 903 Quezon Blvd. Ext.,
QUEZON CITY, P.O.Box 1860 – MANILA. Tel. 99.98.47

PORTUGAL
Livraria Portugal, Rua do Carmo 70-74, LISBOA 2. Tel. 360582/3

SPAIN – ESPAGNE
Munch-Prensa Libros, S.A.
Castello 37, Apartado 1223, MADRID-1. Tel. 275.46.55
Libreria Bastinos, Pelayo, 52, BARCELONA 1. Tel. 222.06.00

SWEDEN – SUÈDE
AB CE Fritzes Kungl Hovbokhandel,
Box 16 356, S 103 27 STH, Regeringsgatan 12,
DS STOCKHOLM. Tel. 08/23 89 00

SWITZERLAND – SUISSE
Librairie Payot, 6 rue Grenus, 1211 GENÈVE 11. Tel. 022-31.89.50

TAIWAN – FORMOSE
National Book Company,
84-5 Sing Sung Rd., Sec. 3, TAIPEI 107. Tel. 321.0698

UNITED KINGDOM – ROYAUME-UNI
H.M. Stationery Office, P.O.B. 569,
LONDON SE1 9 NH. Tel. 01-928-6977, Ext. 410 or
49 High Holborn, LONDON WC1V 6 HB (personal callers)
Branches at: EDINBURGH, BIRMINGHAM, BRISTOL,
MANCHESTER, CARDIFF, BELFAST.

UNITED STATES OF AMERICA
OECD Publications and Information Center, Suite 1207,
1750 Pennsylvania Ave., N.W. WASHINGTON, D.C. 20006.
Tel. (202)724 1857

VENEZUELA
Libreria del Este, Avda. F. Miranda 52, Edificio Galipán,
CARACAS 106. Tel. 32 23 01/33 26 04/33 24 73

YUGOSLAVIA – YOUGOSLAVIE
Jugoslovenska Knjiga, Terazije 27, P.O.B. 36, BEOGRAD.
Tel. 621-992

Les commandes provenant de pays où l'OCDE n'a pas encore désigné de dépositaire peuvent être adressées à :
OCDE, Bureau des Publications, 2 rue André-Pascal, 75775 PARIS CEDEX 16.
Orders and inquiries from countries where sales agents have not yet been appointed may be sent to:
OECD, Publications Office, 2 rue André-Pascal, 75775 PARIS CEDEX 16.

OECD PUBLICATIONS, 2, rue André-Pascal, 75775 Paris Cedex 16 - No. 41.003 1979

PRINTED IN FRANCE